DOCUMENT RESUME

ED 399 427 CE 072 548

AUTHOR	O'Shea, Daniel P.
TITLE	Texas Food Stamp Employment and Training/JOBS Conformance Demonstration: Process Evaluation Final Report.
INSTITUTION	Texas Univ., Austin. Center for the Study of Human Resources.
SPONS AGENCY	Texas State Dept. of Human Services, Austin.
PUB DATE	Apr 96
NOTE	145p.; For the BOND participant survey final report, see CE 072 547.
PUB TYPE	Reports - Evaluative/Feasibility (142)
EDRS PRICE	MF01/PC06 Plus Postage.
DESCRIPTORS	Adult Basic Education; Cooperative Programs; Coordination; Demonstration Programs; *Employment Potential; *Employment Services; Job Skills; *Job Training; Program Effectiveness; Program Evaluation; State Programs; *Welfare Recipients; Welfare Services
IDENTIFIERS	*Food Stamp Employment and Training Program; *Job Opportunities and Basic Skills Program; Texas

ABSTRACT

A process evaluation was conducted of the Better Opportunities for New Directions (BOND) demonstration that tested the conformance between the Texas Food Stamp Employment and Training (E&T) and Job Opportunities and Basic Skills (JOBS) programs. JOBS policies and procedures were applied to eligible Food Stamp recipients; staff serving the two client groups were merged; and activities and support services provided to JOBS and E&T participants became identical. The evaluation analyzed demonstration design and implementation features, identified staff roles and procedures at key steps in service delivery, and described activities and support services. Key features of the BOND design were as follows: replacement of E&T policies and procedures by JOBS policies and procedures; collaboration; and expanded activities and support services. The BOND program had the following outcomes: influenced more commitment to participation among the E&T population; expanded the range of activities and services available to E&T clients, including job search and readiness components, advanced education, and work experience; and was relatively successful in attaining its objectives by targeting resources, providing inter-program continuity, and streamlining service delivery. BOND features that were appealing on a statewide basis were the service delivery continuum, collaboration, co-location, preemployment screening, and advanced education. (Appendixes contain 19 references, a list of field contacts, a site visit guide, and program chronology.) (YLB)

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Texas Food Stamp Employment and Training/JOBS Conformance Demonstration:

Process Evaluation Final Report

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April 1996

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This report was prepared with funds provided through Interagency Agreement B-894 from the Texas Department of Human Services to the Center for the Study of Human Resources at the University of Texas at Austin. The views expressed here are those of the authors and do not represent the positions of the agency or of The University.

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ACKNOWLEDGMENTS

Researchers at CHR extend their gratitude to the administrators and staff of the agencies who contributed to the process evaluation during the three years of this effort. Without their assistance, conducting the process evaluation would have been very difficult and less fruitful. Many, but not all, of these contributors are acknowledge here; Appendix A lists all the individuals and agencies who supported the process evaluation.

Lela Dyson, Project Officer for the evaluation at the Texas Department of Human Services (DHS), provided valuable assistance to the CHR research team by commenting on approaches, reviewing manuscripts, and facilitating communications with DHS regional and local staff. Lela's knowledge of program policies and practices—and her responsiveness to requests for assistance or clarification—were truly remarkable. Deborah Kogan of SPR Associates also thoroughly reviewed and commented upon approaches and reports prepared by CHR.

Margaret Dixon, Jackie Dial, Gayla Gibler, Sheila Lerma, Peggy Leonard, Pat Newman, and Cal Dillman—also at the DHS state office—are among those who provided program data, documentation and other help when requested. Lynn Phillips, Brenda McGee, Drew Smallwood, Mary Maldonado, Juliana Williams and their respective staffs in McLennan County generously shared their knowledge and insights about program operations. Phyliss McMakin kept us well-informed of eligibility practices and automated procedures in Smith County and statewide.

At the Texas Employment Commission, Cherrie Dorman, Hilario Diaz and Kris Dudley provided continuing support from Jobs Services at TEC's state office. Kay Berry, David Davis and Larry Leitzel, and their staff facilitated fieldwork and data collection in McLennan County. Their counterparts, Michael Walker, Clemmie Newsome, John Dorman and John Cooper dutifully provided similar assistance in Smith County.

Cherry Mills Boggess of the Adult Education Programs at MCC, Bobbie Dieke of EOAC, and their staffs generously shared their time, insights and data to advance the evaluation, as did Martha Boston of ETI, Wendell Holcombe of ETCOG, Leon Wilhite and Latricia Adams of HOTCOG, and Bob McMakin of Rusk ISD.

At CHR, Deanna Schexnayder and Chris King reviewed and commented upon this and earlier reports. Don Long, Michael Stone and Diane Pan informed the process evaluation by sharing their knowledge from E&T participant interviews. Jerry Olson navigated data files to produce participation data. Leslie Lawson collected manual data from study sites. Production assistance was provided by Diane Tucker, Karen Alan and Chip Rosales of the administrative staff at CHR.

EXECUTIVE SUMMARY

The Center for the Study of Human Resources (CHR) of the LBJ School of Public Affairs at The University of Texas at Austin is conducting a multi-year evaluation (FY 1993 thru FY 1995)) for the Texas Department of Human Services (DHS) of the Texas Food Stamp Employment and Training (E&T)/Job Opportunities and Basic Skills (JOBS) Program Conformance Demonstration, sponsored by the Food and Nutrition Service of U.S. Department of Agriculture. The evaluation is designed to describe and monitor policies and practices developed and implemented for the demonstration, and to assess their preliminary impacts on service delivery, participation, and outcomes. Research results may be used to refine the demonstration model for direct program improvements and for possibly extending the model to other counties in Texas.

DHS staff designed the demonstration, known locally as BOND (Better Opportunities for New Directions), to test the conformance compatibility between the E&T and JOBS programs. The demonstration was conducted in McLennan County; Smith County served as a comparison site. JOBS policies and procedures were applied to eligible Food Stamp recipients; staff serving the two client groups were merged; and activities and support services provided to JOBS and E&T participants, with few exceptions, became identical.

This report presents the results from the process evaluation, one of four complementary research approaches used to evaluate the BOND demonstration. The four research approaches are:[1]

- A process evaluation of E&T program operations at the demonstration (McLennan County) and the comparison (Smith County) sites
- A longitudinal survey of E&T program participants in McLennan County
- An impact study that includes statistical analyses using measures designed by DHS and CHR staff and program data from the demonstration and comparison sites
- A cost analysis of the demonstration project.

The process evaluation had primary responsibility for analyzing demonstration design and implementation features; identifying staff roles and procedures at key steps in service delivery; and describing activities and support services provided to participants.

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[1] The *BOND Participant Survey Final Report* was completed in November 1995. Results from the impact and cost studies will be available in October 1996.

CHR researchers monitored E&T program operations statewide, in McLennan County, and in Smith County, as well as JOBS program operations statewide and in McLennan County. Researchers conducting the process evaluation issued interim reports beginning with the pre-demonstration year (FY 1993) and continuing for the first two years of the demonstration (FY 1994, FY 1995). In addition to providing pre-/post- and cross-site analyses of program operations, the process evaluation identified changes at the state or local level that affected quantitative and fiscal data collected by CHR for the impact and cost studies.

Process Evaluation Results

The *Process Evaluation Final Report*:

1) Presents prominent features of the Texas Food Stamp E&T program, noting changes in the program during the evaluation period.
2) Describes principal design features of the BOND demonstration.
3) Discusses implementation of the demonstration and identifies accomplishments, barriers, and lessons derived from these experiences.
4) Provides a descriptive analysis of BOND program operations.
5) Presents insights and observations regarding key aspects of the conformance demonstration and its statewide applicability.

The key features of the BOND design were:

- **Conformance**. JOBS policies and procedures replaced E&T policies and procedures regarding resource targeting, sanctions, exemptions, volunteers and case management. Food Stamp and AFDC recipients were served as a single client group at all steps in the service delivery process.
- **Collaboration**. BOND modified roles and required more intensive participation of collaborating agencies. Providers of non-contracted components in particular were expected to make a more significant contribution to the employability efforts of E&T participants in the BOND model than they had formally made to participants in the regular E&T program prior to the demonstration.
- **Activities and Services.** BOND provided regular access to an expanded range of activities and support services for clients. By design, the demonstration provided more education, training, and work experience options than the regular E&T program which had been largely confined to the provision of basic job search and job readiness activities.

Initial implementation of the demonstration was supported by:

- **Planning.** State and local staff from DHS and TEC participated in advance planning and design sessions that refined the BOND model from December 1992 through September 1993.

- **Staff Training.** Joint staff training sessions for local delivery staff from TEC and DHS held prior to the demonstration introduced the local staff to the purpose, goals, and procedures of the demonstration.

- **Automation.** DHS modified the Texas JOBS System database to accommodate E&T participants in McLennan County which enabled DHS to monitor service delivery and to issue management reports for E&T participants in BOND at the same level of detail as was available for JOBS participants.

- **Forms/Procedures.** DHS consolidated forms and reporting procedures for the two programs including those used for sanction requests, employment entries, changes in client status, transportation and child care authorization, and client rights and responsibilities.

- **Co-location/ Site development.** TEC and DHS developed the Wooded Acres office site to deliver Job Readiness/Job Search components to E&T and JOBS participants in BOND and to provide a shared office environment for TEC facilitators and DHS group case managers. Case managers were also assigned to local postsecondary institutions and high schools.

Few barriers were encountered during initial implementation.

Challenges that did arise included: balancing case manager caseloads between E&T and JOBS participants; early turnover in case manager positions; low enrollments of less job-ready clients, particularly in adult education and other pre-employment components; limitations in the automation system regarding participant status (which affected outreach procedures); and low outreach response rates. BOND staff strongly recommended more and better marketing of program activities and support services.

BOND influenced participation patterns among the E&T population.[2]

- **Duration.** BOND required clients to commit to more hours per day over a longer period of time than had been required of participants in the regular E&T program. The overall enrollment period could extend up to two years in BOND and clients were scheduled for a minimum of twenty hours per week. The design of contracted components in E&T prior to the demonstration period embraced a five week participation spell, most of which was dedicated to a largely self-directed job search that required minimal client effort and minimal client/staff contact.

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[2] The impact study will quantify changes in participation patterns.

- **Gender.** Females in the E&T population appeared to have been participating in BOND at a higher proportionate rate than males. In the pre-demonstration period, E&T participants in McLennan County were mostly male.

- **Volunteers.** Previously, exempt work-registrants could not participate in E&T. BOND removed that barrier and 30-40 percent of all participants may have been volunteers.

- **Program Effects/Opportunity Costs.** BOND may have affected Food Stamps benefits and employment in unexpected ways. Some clients reportedly preferred having their benefits reduced, rather than participating; others reported increased income from work efforts. Together these suggest program effects related to more demanding participation requirements. Clients who were marginally dependent on Food Stamps may have viewed participation unfavorably when measured against their opportunity costs.

BOND expanded the range of activities and services available to E&T clients.

BOND not only immediately provided access to a wider range of reimbursable Job Readiness and Job Search components than previously found statewide in E&T, but also regularly provided an array of non-reimbursable activities including adult, secondary, and postsecondary education, and unpaid work experience. Except for transitional medical and transitional child care benefits, differences between the support services provided to JOBS participants and those provided to E&T participants were eliminated in BOND.

- **Job Search.** In line with ongoing statewide changes in E&T, BOND intensified job search activities by increasing the number of employer contacts from six to ten per week, extending job search from four to six weeks, and adding GEMS, a weekly group job search activity.

- **Job Readiness.** Also as part of ongoing statewide changes in E&T, BOND replaced the one-week, twenty-hour Job Search Skills Training seminar with Job Preparation and Life Skills Training seminars. Each seminar provide forty hours of job readiness activity over a two-week period.

- **Adult Education.** In the McLennan County E&T program during the seven-month baseline period prior to the demonstration, 14 individuals received 24 hours of adult education instruction in an average month. During BOND, the average monthly number E&T participants in adult education initially dropped to 11 in the first year, but rose to 27 during the second year. However, the average participant in both years received over 50 hours of instruction per month. BOND facilitated access to adult education for a total of 56 participants in the first year and 113 participants in the second year of the demonstration .

- **Postsecondary Education.** BOND provided case management and support services to 98 and 156 postsecondary students in an average month during the first and second years of the demonstration. The annual total number of postsecondary students for these years was 243 and 374, respectively. In the baseline period prior to BOND, no enrollment in postsecondary education was reported.

- **Work Experience.** The BOND program provided and steadily increased the enrollment of E&T clients in the Unpaid Work Experience (UWE) component. During the demonstration, the average monthly number of participants in work experience rose from five to ten individuals from year one to year two of the demonstration, and the average participant received 60 or more hours of work experience per month. Prior to BOND, only one E&T client in McLennan County participated in a work experience activity.

- **Employment Services.** BOND regularly provided Job Development and Job Placement services to E&T participants. Staff used TEC's job matching system to identify openings for participants, and invited local employers to speak to and recruit participants in Job Readiness seminars. Although facilitators had been available daily to provide employment assistance to E&T participants in the pre-demonstration period, few participants had used these services.

- **Job Skills Training/On-the-Job Training.** Few opportunities for long-term Job Skills Training and OJT were available to participants. Staff considered the lack of training opportunities for non-college bound participants to be a weakness of the BOND program. Individuals were rarely active in either of these components during the first two years of the demonstration—enrollment averaged about three individuals per month.

- **Child Care Assistance.** BOND increased funding locally for E&T child care in order to enable participants with young children to partake of longer and more intensive education and training activities. Demand was high and the services may have been disproportionately consumed by postsecondary students. The absence of transitional child care for E&T participants in BOND was controversial among participants and staff.

- **Other Support Services.** BOND upwardly adjusted the transportation reimbursement, exceeding the federally-matched cap. Conforming transportation policy and payments was part of the statewide effort to bring purchased services for E&T and JOBS in line statewide. Staff could authorize one-time, work-related expense payments to participants for specific purchases up to $65 per year. Since FY 1993, DHS has also authorized the payment of GED testing and certificate fees for JOBS and E&T participants statewide, if requested.

BOND was relatively successful in attaining its objectives and expectations.[3]

BOND was designed in part to:

- Provide expanded and enhanced activities and support services for E&T participants
- Improve participation through a stronger sanction policy
- Target resources based on participant need

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[3] These assessments are based on the process evaluation. The impact study will provide quantitative measure of program objectives and outcomes.

  - Provide continuity of services delivered to E&T and JOBS participants who experience a change in program eligibility while participating

  - Increase efficiency and reduce program costs through common administrative processes, support materials, staff training, and a single service delivery system

  - More effectively move participants toward self-sufficiency

- **Activities and Support Services.** BOND successfully expanded the range and intensity of activity components and support services available to E&T participants.

- **Sanctions.** Staff were equivocal about the effects of stronger sanctions on E&T participants in BOND. Most E&T sanction requests were due to failure to respond to outreach; active clients were motivated by perceived benefits derived from participation. According to staff, the stronger sanction policy was a catalyst to improved participation for JOBS participants, whose Food Stamps as well as AFDC benefits were affected by non-compliance.

- **Resource Targeting.** BOND targeted resources based upon participant need much more accurately than regular E&T had prior to the demonstration. BOND provided clients more component options per service level, individualized attention from case managers/facilitators, and the opportunity to volunteer to get support for employment objectives. However, there were individuals for whom recommended activities were inappropriate.

- **Inter-program Continuity.** E&T and JOBS participants who experienced a change in program eligibility while participating in BOND could remain in an education, training, or employment-related activity, despite those changes.

- **Streamlined Service Delivery.** In the demonstration, a single set of policies, procedures, and forms streamlined program operations. Staff who served both populations acknowledged the benefits of conforming program features to serve the two populations. Conformance also sent a consistent message of mutual obligation to public assistance recipients that they had a personal obligation to prepare for and find employment and that through BOND the state provided a pathway to help them do so.

- **Self-Sufficiency.** BOND probably helped some participants more than others along the road to self-sufficiency. Some participants had health and disability problems that limited their labor market viability. Clients in postsecondary education and training faced more favorable labor markets and higher wages.

BOND staff stimulated several other observations during the process evaluation.

- **Access/Equity.** BOND increased the equity and the continuity of access to a wider range of education, job skills training, job readiness/job search activities and support services for working and non-working, individuals and families who were receiving public assistance.

- **Tangible/Less-tangible Client Benefits.** Although employment was the primary client objective, intangible benefits, such as self-esteem and motivation, were valued by staff and participants.

- **Staff Benefits.** Staff almost universally claimed personal benefit from the BOND experience. They took pride in their perceived capacity to actually help make a substantive difference in the lives of the clients that they served.

- **Service Delivery.** The largest single challenge faced by staff was to convert initially resistant E&T and JOBS clients into willing participants. Most staff addressed this challenge by articulating potential benefits of BOND in which they themselves clearly believed. TEC facilitators encouraged open communication and peer learning based on personal and common experiences in the core seminars. This reportedly stimulated a process of client-staff, client-client "bonding."

- **Staff Development.** Staff recognized that not all workers have the personal capacity to work with groups as diverse as the E&T and JOBS populations. "People-person" skills are required.

- **Child Care.** The cost and allocation of child care persisted as an issue in BOND and will continue to do so in integrated workforce development initiatives. Providing extended child care to postsecondary students absorbed a high share of program resources, yet will likely yield better results in terms of income and wages. Providing transitional child care to AFDC but not Food Stamp recipients caused tensions.

- **Labor Markets.** Although unemployment rates declined in McLennan County, job openings with livable wages and benefits were very competitive. Clients with weak work histories, no skills, or personal health problems were less likely to obtain the better jobs.

Several features of the BOND demonstration are appealing on a statewide basis.

Program staff strongly supported expansion of the BOND model to other Texas counties. Policymakers might note beneficial features of BOND, particularly in light of the emergent statewide interest in integrated workforce development under the guidance of the new Texas Workforce Commission and the local Workforce Development Boards.

- **Service Delivery Continuum.** BOND has shown that two major programs serving low and no-income, working and non-working populations can be merged to provide a continuum of activities and support services designed to increase the employment prospects of individuals who may have little education and few job skills.

- **Collaboration.** Through the additional resources made available to the demonstration, BOND helped the Waco community to strengthen local collaboration and to address recognized mutual needs. By providing case management and support services, BOND was able to leverage non-reimbursable education and training opportunities supported by JTPA at community colleges. BOND also enabled students to enroll in GED and other classes offered by the local Adult Education Cooperative. The local CCMS started a fundraising initiative among private and public sources to increase income-eligible child care in McLennan County.

- **Co-location.** On-site case management at several service delivery locations enabled DHS staff to work closely with TEC staff at the Wooded Acres site, instructors at local high schools, local JTPA staff, and staff at local community colleges, including employees of the Women's Resource Center, the Texas Rehabilitation Commission and the financial aid offices.

- **Pre-employment Screening.** Participation in Job Readiness and Job Search activities served as a pre-employment screening mechanism for private sector jobs. Facilitators and clients were better able to match client needs and interests with job listings. Private sector employers were better served by TEC referrals of clients who had successfully met participation requirements, had reviewed personal communication and work place behavioral expectations, and were willing to work.

- **Postsecondary Education/ High Skill Training.** The fact that 35 to 45 percent of all E&T participants in BOND were enrolled in a technical or community college should interest state policymakers and program administrators. Access to advanced education and training is increasingly considered a prerequisite for wage and income security among workers in Texas. Staff at TSTC and MCC expected wages of postsecondary students to range from $8 to $25 per hour.

Ongoing constraints remain to expanding the BOND model.

Higher costs per participant associated with extended activities and support services, the shortage of job skills training for non-college participants, and the availability of child care for low-income workers are among the challenges that remain to statewide adoption of the BOND model.

Final Comment

The Texas Food Stamp E&T/JOBS conformance demonstration has indicated some beneficial pathways to deliver employment and training services for working and non-working individuals and families in need of public assistance. The results from the process evaluation collectively suggest that the BOND program has successfully achieved most of its objectives, and that these achievements may be replicable in other areas of the state. In BOND, policymakers and program administrators were willing to support higher initial costs to achieve potentially better outcomes. The central question to workforce development initiatives remains whether government, business, and communities of people can work together to orchestrate access to sources of continuous livelihood for the majority of the current and projected domestic workforce in the shifting global economy.

I. INTRODUCTION

The Center for the Study of Human Resources (CHR) of the LBJ School of Public Affairs at The University of Texas at Austin has been conducting a multi-year evaluation (FY 1993 thru FY 1995)) for the Texas Department of Human Services (DHS) of the Texas Food Stamp Employment and Training (E&T)/Job Opportunities and Basic Skills (JOBS) Program Conformance Demonstration, sponsored by the Food and Nutrition Service of U.S. Department of Agriculture. The evaluation was designed to describe and monitor policies and practices developed and implemented for the demonstration, and to assess their preliminary impacts on service delivery, participation, and outcomes. Research results are used to refine the demonstration model for direct program improvements and for possibly extending the model to other counties in Texas. This report presents the results from the process evaluation component of the evaluation.

Conformance Demonstration Overview

DHS staff designed the demonstration, known locally as BOND (Better Opportunities for New Directions), to test the conformance compatibility between the E&T and JOBS programs. JOBS policies and procedures were applied to eligible Food Stamp recipients; staff serving the two client groups were merged; and activities and support provided to JOBS and E&T participants, with few exceptions, became identical.[1]

The demonstration had four basic objectives:

- To assure continuity of services for Food Stamp E&T and JOBS program participants
- To provide Food Stamp E&T participants expanded and enhanced activity components and support services
- To increase client participation through a clear sanction policy, and
- To target resources based upon participant need.[2]

DHS identified at least three possible positive outcomes to the FSE&T and JOBS conformance demonstration. First, the adoption of JOBS policies and component activities by the FSE&T would permit continuity of service delivery: participants may remain in an education, training, or employment-related activity despite changes in program eligibility.[3] Second, common administrative processes, support materials, staff training, and a single service delivery system might increase efficiency and reduce certain program costs. Third, the expanded and enhanced employment program might more rapidly move participants toward self-sufficiency.

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[1] Texas Department of Human Services, 1992a; Texas Department of Human Services, 1993a.

[2] Texas Department of Human Services, 1992a.

[3] Texas is a low AFDC benefit state and there is considerable movement of public assistance recipients between AFDC and Food Stamps eligibility.

BOND Evaluation

CHR staff have combined four complementary research approaches to conduct the evaluation. These research approaches are:

- A process evaluation of FSE&T program operations at the demonstration (McLennan County) and the comparison (Smith County) sites
- A survey of FSE&T program participants in McLennan County
- An impact study that includes statistical analyses using measures designed by DHS and CHR staff and program data from the demonstration and a comparison sites
- A cost analysis of the demonstration project.

Key topics and primary research questions for the comprehensive evaluation of the BOND demonstration are:

I. ***Program Design and Implementation.*** What changes occurred in the FSE&T program design in McLennan County during the demonstration period and how were these changes implemented?

II. ***Client Flow and Client Participation Patterns.*** How did the FSE&T demonstra-tion affect client flow and program participation patterns?

III. ***Activities and Services.*** How did the demonstration affect the range and intensity of activities and services provided to FSE&T participants?

IV. ***Outcomes.*** What effect has the demonstration had on participant employment and earnings, academic achievement, job skills development, or other possible outcomes?

V. *Costs.* Is there a significant difference in the cost of the Food Stamp E&T demonstration program compared to the pre-demonstration program and the comparison site program? What is the source of any identified cost variations?

Process Evaluation

The process evaluation had primary responsibility for analyzing demonstration design and implementation features; identifying client flow patterns; and describing activities and support services provided to participants. CHR researchers monitored E&T program operations statewide, in McLennan County (the demonstration site), and in Smith County (the comparison site), as well as JOBS program operations statewide and in McLennan County. The process evaluation covered a three-year period beginning with the pre-demonstration year (FY 1993) and continued for the first two years of the demonstration (FY 1994, FY 1995). In addition to providing pre-/post- and cross-site analysis of program operations, the process evaluation served to identify changes at the state or local level that affected quantitative and fiscal data collected by CHR for the impact and cost studies.

CHR staff conducted annual field visits to the demonstration and comparison sites to formally interview administrators and staff of programs providing services to E&T clients.[4] Researchers reviewed program documentation (including project policies/plans, databases, memoranda, and reports) in support of field work. Researchers prepared interim reports to document program operations and to offer recommendations to improve the service delivery model.[5]

Comparison Site Selection

Smith County was the comparison site for process, impact and cost studies of the conformance evaluation. As part of the process evaluation, CHR researchers conducted annual site visits to Smith County in order to discuss program operations with staff of participating agencies. The purpose of these visits was to monitor changes in the regular Texas E&T program and to identify other factors that may affect the impact and cost studies.

CHR researchers, in consultation with DHS administrators, selected Smith County as the comparison site, based upon demographic, economic, and program-related criteria. Table 1.1 presents several similarities between Smith and McLennan counties that influenced the selection, including:

- Total population size and racial/ethnic distribution
- Urban concentration rates
- Recent unemployment rates
- Work registrant racial/ethnic distribution
- Work registrant educational attainment distribution, and
- Sectorally diversified economies.

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[4] A list of field informants and others who provided information for the process evaluation is contained in Appendix A. Key topics and principal research questions form the basis for the *Site Visit Guide*, the instrument designed to support comprehensive data collection through the series of structured interviews. An outline of the interview guide is found in Appendix B.

[5] O'Shea and Pan (1993): O'Shea (1994); O'Shea, Schexnayder, and King (1995);O'Shea and Long (1995).

Table 1.1
Site Selection Criteria: Smith and McLennan Counties.

COUNTY	McLennan	Smith
Major City	Waco	Tyler
Services Available		
Directed Job Search Provider (a)	TEC	TEC
Job Search Training Provider (a)	TAPIC/HOTCOG	TEC
Colleges and Universities (b)	Y	Y
Technical and Vocational Institutes (b)	Y	Y
Population (b)		
County Population, 1990	189,123	151,309
Percent Urban	54.8%	49.9%
Percent White	71.1%	72.6%
Percent Black	15.4%	20.7%
Percent Hispanic	12.5%	5.9%
Percent Other	1.0%	0.8%
FS E&T Work Registrant Data		
Monthly Referrals to FS E&T (c)	400	204
Work Registrants as Percentage of Total Population (b)	4.1%	3.2%
Projected Number of Work Registrants (b)	7,779	4,802
Percent White	40.3%	48.1%
Percent Black	47.7%	46.5%
Percent Hispanic	11.4%	5.0%
Percent Other	0.6%	0.4%
Education of Work Registrants (b)		
0-8 years	7.7%	6.8%
9-11 years	31.9%	25.5%
12 years/High School completion	47.0%	51.9%
Over 12 years	13.3%	15.7%
Economic Conditions		
Unemployment Rate, 1991 (b)	6.4%	6.6%
5-year Unemployment Rate Trend (b)	Declining	Declining
Average Weekly Wage (d)	$334.39	$378.68
Major SIC Employers (b)		
1st Largest	service	whsle/retail
2nd Largest	whsle/retail	service
3rd Largest	manufacturing	manufacturing
4th Largest	state/fed	local gov't

a) TDHS, 1992. "Summary of Texas Food Stamp E&T Program: FFY 1993 State Plan of Operation."
b) UT-School of Social Work, August 1992. "FSE&T Feasibility Report."
c) TDHS, 1992. "FSE&T Program RG-45 Referral Distribution Estimates for FY 1992-93".
d) Dallas Morning News, 1989. "Texas Almanac, 1990-91".

In addition to these, there are other similarities between the two counties, including:

- ***Principal Cities.*** Waco in McLennan County and Tyler in Smith County are comparably sized urban hubs for the predominantly rural adjacent communities. Both are served by interstate highways.
- ***Historical Settlement and Economic Development Patterns.*** The two counties were established within four years of each other in the mid-nineteenth century, share similar geographic features (soils, land forms, natural resources), and benefited from the early success of cotton production in Texas. Currently, Smith and McLennan counties have relatively diversified economies, and agriculture, manufacturing, and tourism contribute to local income in both.
- ***Institutional Presence.*** Tyler and Waco are each home to permanent post-secondary academic institutions and a major medical complex, as well as seats of county government.

There were differences in program size at the two sites in terms of projected number of work registrants and the average number of monthly referrals to E&T. However, CHR researchers judged that for comparative purposes the operational context—particularly the demographic and economic similarities between the two sites—outweighed the quantitative variation between the two programs.

National Evaluation

The USDA contracted Social Policy Research (SPR) Associates, Inc., to aggregate and evaluate the results of the Food Stamp E&T/JOBS conformance demonstrations in five states selected by the federal agency to conduct them. SPR plans to complete a final report based on the implementation and process studies conducted by each of the states during 1996. Cost and impact studies will be completed the following year.

BOND Evaluation Reports

In addition to a baseline year report and interim working papers, researchers at CHR have recently completed a longitudinal panel study of E&T participants in the BOND program. The *BOND Participant Survey Final Report* is currently available. CHR researchers will complete final BOND Impact and Cost Analysis Reports in the Fall, 1996.

Organization of Text

Section Two presents prominent features of the Texas Food Stamp E&T program, noting changes in the program during the evaluation period. Section Three describes key design features of the BOND demonstration, including a brief description of the project area. Section Four discusses implementation of the demonstration and identifies accomplishments, barriers, and lessons derived from these experiences. Section Five provides a descriptive analysis of BOND that includes a comparative overview of BOND and Smith County E&T program operations. Section Six summarizes the process evaluation results, noting the demonstration's accomplishments, as well as constraints, and its potential applicability to other areas in Texas.

II. KEY FEATURES OF TEXAS FOOD STAMP E&T

Key features of the Texas Food Stamp E&T program are the bases to which the demonstration model provided an alternative. This section describes Texas E&T in the baseline year (FY 1993); most of this description applies to subsequent years as well.[1] Significant statewide changes in E&T features that occurred after the baseline year, but within the evaluation period (FY 1994, FY 1995), are noted in italics.

Across this three-year time frame, many features of E&T in Texas were stable. E&T was a state administered, locally delivered program that primarily provided job readiness and job search services to mandatory work registrants.[2] The Texas Department of Human Services (DHS) had state level administrative responsibility for the program which operated in 56 Texas counties. Services were delivered locally, mostly by the Texas Employment Commission (TEC) under contracts administered by DHS at the state level.

Nonetheless, DHS modified several features of the Texas E&T program from the baseline year through the first two years of the demonstration. DHS consolidated a statewide agreement with TEC to purchase E&T components based on the JOBS model; enhanced the range, content, and duration of contracted components; reduced the targeted number of clients served; and changed the types and levels of supportive services available to participants. Collectively, these changes represented a shift in the program away from "process" to greater emphasis on employment.

Policy and Program Features

Purpose. The E&T program was designed to provide Food Stamps recipients access to job readiness, education, training, and work experiences which would increase their ability to obtain regular full-time employment, reduce their dependency on public assistance, and increase their prospects for economic self-sufficiency.

Funding. The federal government provided a basic state grant by formula to the state. Expenditures beyond the basic grant were funded by a 50 /50, state /federal match. Table 2.1 reveals the federal/state funding shares for E&T during the evaluation period. The data also reflects shifts in program operations. *"Additional E&T Expenditures" increased significantly in FYs 1994-5 due to costs of expanded and intensified contracted services.* The longer duration of expected participation increased per participant transportation reimbursements in excess of the $25 matched federal cap, requiring DHS to shift "Transportation and Other Costs" allocations from a matched to a non-matched category. The steady reduction of the transportation budget also reflected the declining number of clients served, since nearly every E&T participant received transportation assistance.

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[1] O'Shea & Pan (1993) and O'Shea, Schexnayder, and Olson (1995) provide detailed analysis of E&T program operation in the baseline year.

[2] Appendix C contains a chronology of state and local changes in Texas E&T.

Table 2.1.
Texas Food Stamp E&T Budget by Category of Funding

CATEGORY	FY 1993	FY 1994	FY 1995 (estimated)
E&T Grant Funds (100% Federal)	**9,773,679**	**9,853, 805**	**9,421,409**
Additional E&T Expenditures	**2,768,022**	**5,690,331**	**6,934,995**
50% Federal	1,384,011	2,845,166	3,467,498
50% State	1,384,011	2,845,165	3,467,497
Participant Expense Reimbursed:	**4,032,231**	**3,153,216**	**2,111,698**
Reimbursements for Transportation and Other Costs			
50% Federal	1,773,896	1,018,723	603,428
50% State	1,773,896	1,018,723	603,428
Reimbursements for Dependent Care			
50% Federal	242,220	214,748	227,691
50% State	242,220	214,748	227,691
Above $25 Transportation and Other Costs		686,275	449,460
Total E&T Program Costs	**16,573,932**	**18,697,352***	**18,468,102***

Source: Texas Department of Human Services, "State Plan of Operations."(1992x, 1993x, 1994a).
*Includes Demonstration costs.

Contracted service delivery. In an effort to efficiently allocate resources and promote consistency in the array of services available to program participants, DHS steadily moved toward a single model of statewide purchase of contracted services from TEC for E&T and JOBS participants. In the baseline year, DHS contracted the E&T program to TEC for local administration and service delivery in 53 of the 56 E&T counties.[3] *In FY 1994 and FY 1995, DHS and TEC entered a service delivery agreement*

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[3] The Texas Association of Private Industry Councils (TAPIC) was the contracted provider in the remaining three counties. In three counties in which TEC was the primary contractor, TAPIC (through subcontract with the local JTPA administrative entity) was the provider of the Job Search Training (JST) seminars for E&T participants. McLennan was one such county.

for purchased services that covered all JOBS and E&T counties.[4] Non-reimbursable activities and services may be provided to E&T participants from several other providers.

State planning. Substate service delivery was negotiated at the state level. There was no regional or local interagency planning process for E&T.

Exemptions. Food Stamp recipients were either exempt or non-exempt from participation in E&T. Participation was mandatory for non-exempt individuals.

There were four types of exemption in the E&T program: work registration, geographic, short-term, and individual exemptions. Federal work registration exemptions were granted to individuals who are:

- Younger than 16 or over 59 years of age
- Mentally or physically unfit for employment
- Registered for the JOBS program
- Principal caretaker for a child under six years of age or an incapacitated person
- Currently receiving or applied to receive Unemployment Insurance benefits
- Participating in a substance abuse recovery program
- Employed at least 30 hours per week or earning at least $127.50 per week (30 hours x the federal minimum wage)
- Enrolled at least half-time in a recognized school or training program.

Geographic exemptions, due to regionally poor employment prospects and program cost inefficiencies, were granted to work registrants in approximately 200 Texas counties where Food Stamp E&T was not offered. Short-term exemptions were granted to Food Stamp recipients who did not request benefits beyond an initial thirty day period. Individual exemptions, valid for a twelve month period, might be granted to work registrants who were unable to participate for at least 60 days due to:

- Physical or mental disability
- Lack of transportation
- Lack of child care
- Remoteness from job sites or contractor locations

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[4] DHS purchased through TEC state office requisite numbers of staff positions at regional or local levels to conduct seminars and provide ancillary services to an estimated share of work registrants in the spatial unit. The aggregate of these shares represents the estimated statewide number of individuals who will participate in E&T components.

- Following the work stream (migrant workers)
- Language barriers
- Multiple barriers to employment

In recent years, DHS estimated that roughly one-fifth of the approximately three quarters of a million work registrants in the state received geographic exemptions. Between one-fourth and one-third received individual exemptions, mostly for multiple barriers to employment, transportation, and remoteness.[5]

Volunteers. There was no procedure for exempt or non-exempt individuals to volunteer for contracted services in the Texas E&T program. Only non-exempt (mandatory) work registrants whom DHS had referred for services could participate in contracted activities. However, exempt Food Stamp recipients who "self-referred" and were enrolled in a JTPA program component were counted as "volunteers" for federal reporting purposes in Texas. Non-exempt work registrants enrolled in JTPA were counted as "mandatory" participants.[6]

Service Level assignment. Since 1993, DHS had been sorting or "triaging" E&T participants into "Service Levels," using criteria and procedures developed for the Texas JOBS program. At eligibility certification, clients were assigned to service levels which provided the basis for identifying client needs and targeting services. A Service Level (SL) classification for each applicant was generated automatically by the Generic Work Sheet (GWS) feature of the automated eligibility program, based upon information obtained during the intake interview. Applicants were qualified as either SL I or SL III; the SL II designation was assigned to clients who did not fit either the SL I or SL III classification.

SL I clients, the "more job-ready" participants, had completed high school or its equivalent or completed a job skills training program or had recent work experience. SL III clients had less than an eighth grade education, limited or no work history, and no job skills training, or significant barriers to employment. Clients for whom insufficient information had been gathered during the eligibility interview to ascertain a service level (or whose case was not worked on the automated system), were categorized as SL IVs. (SL IV clients were screened at orientation to determine the appropriateness of E&T services.)

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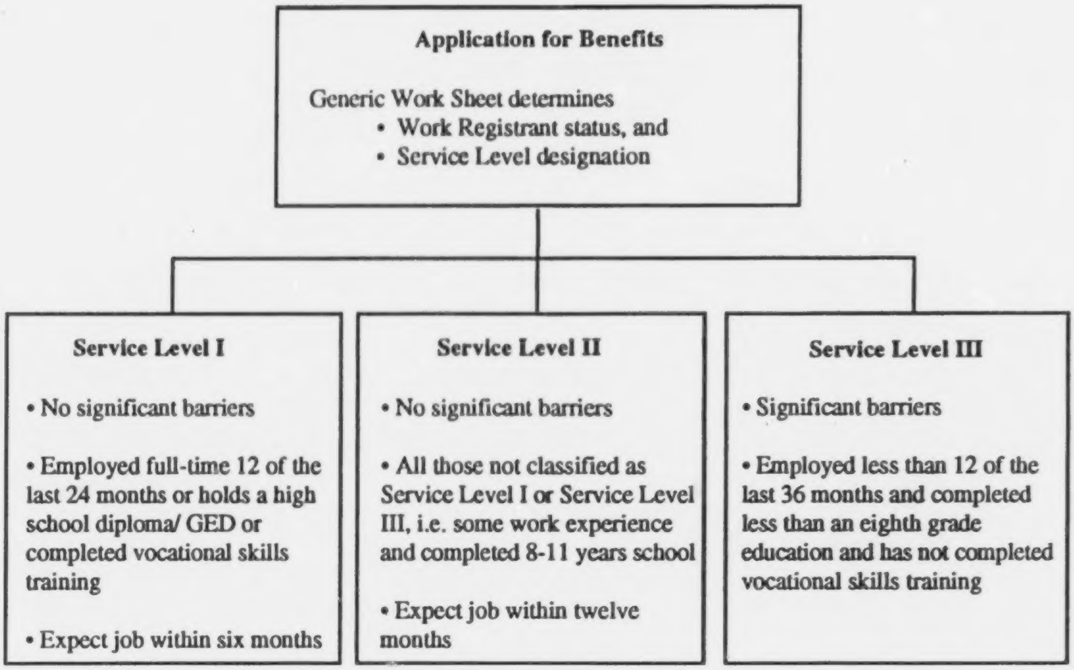
[5] Texas Department of Human Services, State Plan of Operations (1992b, 1993b, 1994).

[6] DHS matched data sets "after-the-fact" to identify "volunteers; individuals were not aware that they were E&T volunteers.

The E&T program targeted resources to serve SL I, II, and IV participants. SL III Food Stamp recipients were exempt from E&T participation (multiple barriers to employment) and were not referred to contractors. Figure 2.1 presents the service level sorting process.

Participation requirements. All non-exempt work registrants were required to participate in employment and training components as a condition of Food Stamp receipt. Until FY 1993, participants were generally required to complete at least one activity component annually (certain situations excepted) and to attend at least 75 percent of that scheduled activity. As contracted components for E&T participants moved towards the JOBS model, requirements began to change.

Figure 2.1 Service Level Sorting Criteria


Application for Benefits
Generic Work Sheet determines
• Work Registrant status, and
• Service Level designation
Service Level I
• No significant barriers
• Employed full-time 12 of the last 24 months or holds a high school diploma/ GED or completed vocational skills training
• Expect job within six months
Service Level II
• No significant barriers
• All those not classified as Service Level I or Service Level III, i.e. some work experience and completed 8-11 years school
• Expect job within twelve months
Service Level III
• Significant barriers
• Employed less than 12 of the last 36 months and completed less than an eighth grade education and has not completed vocational skills training

As of October 1992, all clients who elected to participate in Job Search Training (JST) were also required to complete the Directed Job Search component. Furthermore, Job Search Training incrementally became a mandatory component for SL I participants in substate areas and became so throughout Texas in February 1993. *By FY 1994 and FY 1995, all clients for whom services were deemed appropriate were expected to* *participate in a sequence of contracted job search/job readiness activities lasting ten to twelve weeks or until they became employed more than thirty hours per week.*

Sanctions. DHS eligibility staff were responsible for issuance of Notifications of Adverse Action (NOAA's) to individuals who were non-exempt and had been reported in non-compliance by contractor staff. In accord with regulations, benefits were denied for two months or until the non-compliance situation had been resolved. Participants were allowed 10 days to rectify the situation before benefits are denied.

More stringent requirements for "curing" sanctions were initiated for FY 1993 in Texas. Clients had to be actively participating in a component before sanctions were removed. Prior to FY 1993, clients only were required to express a willingness to comply with participation requirements to reinstate benefits.

Program performance level. The annual projected performance level for the E&T program in Texas had declined in response to longer duration and more intensive individual participation expectations. This figure—the calculated ratio of total participants (mandatory, "volunteer," and NOAA's) to the total number of work registrants and "volunteers" minus the total number of exemptions—was 66 percent for FY 1993, *45 percent for FY 1994, and 42.8 percent for FY 1995.*[7] Texas had no difficulty surpassing the federal participation rate standard at 50 percent through FY 1992 or the lowered rate of 10 percent since then.

The estimated total mandatory placements in E&T components further reveals the declining numbers of individuals served through more intensive and extensive employment services. In FY 1993, the estimated total mandatory placements was 147,238 individuals. *In FY 1994 and FY 1995, the estimated total mandatory placements were 84,788 and 48,014 respectively.*[8]

TEC was subject to two performance expectation standards in the Food Stamp E&T program during FY 1993. At least 65 percent of the enrolled participants would complete the Job Search Training seminar and 25 percent of the Directed Job Search participants would enter employment within sixty days of the last client transaction date. For subsequent years, regional standards regarding Employment Entry and Starting Wage Rates were established. *For FY 1995, 42 percent of the clients initiating component services with TEC were expected to enter full- or part-time employment lasting at least 30 days. The average starting wage rate was set at $4.75 for full-time and $4.50 for part-time employment.*

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[7] Texas Department of Human Services, State Plan of Operations (1992b, 1993b, 1994).
[8] Ibid.

Roles and Responsibilities of Collaborating Agencies

Throughout evaluation period, the Texas E&T program operated primarily as a function of purchased and reimbursable activities and services. In addition to these—like the state's JOBS program—the design of E&T embraced a "collaborative services delivery" model. The model suggested the availability of a range of non-reimbursable education and training options from a core group of agencies and community resources. Regular and potential providers were linked to the program by legislative directives, contractual agreements, non-financial interagency agreements, and informal referral practices.

Texas Department of Human Services. The Client Self-Support Services (CSS) division at DHS, the state level administrator for the E&T program, had responsibility for all areas related to client benefits, program planning, and monitoring. CSS included Income Assistance/ Eligibility Workers and Employment Services/Case Managers. Responsibilities for client benefits included:

- Intake and eligibility;
- Certification of benefits;
- Recertification;
- Work registration, including granting work registration and categorical (non-E&T county, short-term recipients) exemptions; (Eligibility workers may also grant individual E&T exemptions.)
- Service level screening;
- Preparation of Notice of Adverse Action (NOAA);
- Sanctioning resulting from non-compliance with E&T program requirements.

Responsibilities for program planning and monitoring included:

- Negotiating contracts and interagency agreements and approving contracts and vouchers for reimbursement;
- Coordinating service delivery;
- Identifying policies and/or procedures negatively impacting the program;
- Analyzing performance and demographic data;
- Conducting on-site reviews;
- Preparing program reports;
- Recommending corrective actions;

- Developing program enhancements.

Texas Employment Commission. Upon receipt of the automated referrals for mandatory work registrants, TEC Employment Interviewers/Facilitators in Special Programs units were responsible for providing contracted services, screening registrants for E&T participation, and monitoring their assigned activities. Other tasks included:

- E&T registration, including validating service level assignment, confirming non-exempt work registrant status, and authorizing individual exemptions;
- Individual employability assessments;
- Providing counseling and guidance to individual work registrants;
- Referral to other agencies/programs, as appropriate;
- Job development;
- Providing job search training to enhance employability;
- Monitoring the job search process, redirecting efforts as needed;
- Determining good cause for non-compliance;
- Maintaining participation records;
- Reporting significant status data to certification staff, e.g., non-compliance, change in work registrant status, or employment;
- Disbursing participant transportation reimbursements;
- Referring participants to child care contractor, as appropriate.

Texas Department of Commerce/Job Training Partnership Act Programs. The Texas Department of Commerce (TDoC) and DHS had a state level, non-financial cooperative agreement establishing goals and objectives for a coordinated service delivery system that leads toward self-sufficiency for AFDC and Food Stamp recipients who are JTPA participants. The non-financial agreement supported the development of procedures that promote joint state, regional, and local planning for services to AFDC, Food Stamp, and JTPA participants required by the Family Support Act, JTPA, the Food Stamp Act of 1977 as amended, and other legislation. The non-financial agreement did not propose types or levels of services that JTPA would provide to E&T participants.

Like all individuals who were eligible and might benefit from services, E&T participants could apply for services and be enrolled in JTPA programs. E&T

participants could also be referred by the E&T contractor. JTPA program activities and services included:

- Assessment and service planning;
- Short-term job search assistance;
- Work experience (subsidized);
- Classroom training (CRT)/Occupational;
- CRT/Other (usually remedial education or GED, often computer enhanced);
- On-the Job-Training (OJT);
- Other (Survival Skills, Non-traditional Training for Women, Customized Training);
- Support Services (transportation, needs-based payments, one-time work-related, and child care).

Texas Education Agency/Adult Education Cooperatives. Adult education programs in Texas were administered by the Texas Education Agency (TEA) through a statewide network of approximately sixty-one local Adult Education Cooperatives. The Cooperatives provided regular adult education classes in which E&T participants could enroll, as well as classes designed to meet the educational goals and participation requirements of the JOBS program. No special arrangements existed to establish specially designed classes for E&T participants. (JOBS/AFDC classes were offered with funds provided by the by the Texas legislature and federal matching dollars.) The regular adult education classes available to the general public (including E&T participants) were:

- English as a Second Language (ESL);
- Basic Literacy;
- Adult Basic Education;
- Secondary Education/GED.

Child Care Management System. DHS developed a statewide network of Child Care Management System (CCMS) contractors who arranged and monitored the delivery of child care to dependent children of caretakers eligible for any of the several funding streams (about 14 major channels) that flowed through the system. The geographic territory of each CCMS—recently there were 27—loosely corresponded to the JTPA Service Delivery Areas.

A limited (under $500,000) amount of child care resources (funded by a 50/50, federal/state match) was administered through the CCMS for E&T participants (Table 2.1). For FY 1993, the premises behind limited funding were that most participants would not require child care, and that for those who did, the limited hours of scheduled activities and the brief duration of most components would limit child care expenses. *The latter was less true later as participation hours and duration expanded in FY 1994 and FY 1995; child care funding remained relatively constant despite the decrease in the state participation rate.*

Other providers. Community colleges, technical institutes, and proprietary schools could provide academic or technical/vocational education and training opportunities to E&T participants. TEC staff also provided information about other community resources that could benefit clients.

Client Flow

Intake. The procedures for Food Stamps eligibility certification, work registration exemption status, and service level assignment were initiated and usually completed during an intake or recertification interview with DHS Income Assistance staff.[9] DHS eligibility workers used the Generic Work Sheet (GWS), an automated program designed to streamline the eligibility certification process, to determine Food Stamp (as well as AFDC and Medicaid) eligibility.

Participation status. Eligibility staff established federal work registration exemption status and could also grant individual (state) exemptions, although they rarely, if ever did. They briefly explained E&T to non-exempt work registrants, had clients sign a rights and responsibilities form, and informed clients that TEC would contact them directly concerning E&T activities. During the subsequent E&T orientation session, TEC staff would screen the work registration exemptions and grant individual exemptions, as appropriate, to clients called-in for services.[10]

Service level assignment. A service level classification was assigned to each applicant automatically by the GWS program based on information elicited from clients during the eligibility interview (as noted earlier). Clients were later screened at orientation by TEC to determine the appropriateness of E&T activities. *Since FY 1994,*

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[9] *The recertification period for those individuals with recent employment histories was shortened from six months to three months iifferentially among regions and became statewide policy in August 1994* . This may have shortened Food Stamp spells for individuals with stronger workforce attachments.

[10] TEC staff in McLennan and Smith counties and TEC Monthly Activity Reports in the baseline year suggested that roughly 25 percent of all individuals who responded to outreach were granted individual exemptions. Many of these were due to multiple barriers to employment.

the Job Readiness Appraisal, a form that mimics criteria found on the GWS, has been used to assist the screening function.

Outreach. In FY 1993, TEC employment interviewers "called-in" all non-exempt work registrants for whom a referral (RG-45) from DHS had been received. Monthly referrals included recently certified non-exempt work registrants and those whose annual participation "clock" had struck. Outreach was usually staggered throughout the month dependent on the number of referrals from DHS and the size of the meeting room. The monthly number of referrals varied between and within offices, dependent upon the number of non-exempt work registrants.

In FY 1994 and FY 1995, TEC sent call-in notices only to enough work registrants referred by DHS to fill scheduled seminars. This number of RG-45 referrals was based on the historic patterns of response rates.[11]

Orientation. TEC employment interviewers generally conducted group orientation sessions for E&T; individual orientations were allowed. The orientation session lasted 60 to 90 minutes, depending upon the size of the group and individual needs of the clients. Orientations followed a standardized format.

TEC staff screened for work registration exemptions and correct service level designations. Staff read aloud and explained the Client Rights and Responsibilities form. Both the client and the staff again signed and kept a copy. Staff completed a service plan with clients, and enrolled them in the appropriate contracted component. TEC staff also mentioned that other education (e.g., GED classes, adult education, etc.) and training activities that met at least six hours per week could suffice for meeting E&T requirements and told clients that DHS would deny their Food Stamp benefits for non-compliance.

Transportation and child care were authorized, if necessary to enable participation. Clients either received an advance transportation payment or were informed that they would receive payment when they began to participate in the assigned activity component.

TEC staff had the option to bring in other providers/speakers/former clients, to show an introductory video, or conduct another activity that was deemed appropriate locally.

By the beginning of FY 1995, orientation procedures for E&T participants had become interchangeable with procedures for JOBS participants in Texas; in FY 1993

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[11] *In theory, local offices would have been more selective in outreach and given priority to SL I clients in FY 1994 and FY 1995, since the targeted number of work registrants diminished. In practice, it appears that low outreach response rates combined with the desire to fill available slots in contracted seminars, commonly led TEC facilitators to outreach most, if not all, work registrants in the "pool" for a given month. After the supply of SL I clients had been depleted, SL IV and SL II clients were called-in.*

separate forms and procedures had still existed, but the functions were similar.[12] *Staff screened for work registration exemptions and correct service level designations using the Job Readiness Appraisal form. Clients and staff completed a Job Skills Inventory, a heuristic device that could be discussed at orientation or later in a contracted seminar.*

Assessment. Service Level designation and the employment history contained in the application for TEC services (ES-511) completed by the client at the beginning of the orientation were the basis for what could only very loosely be called an assessment in FY 1993. In general, clients who had trouble reading and completing forms, those who were actually SL-III, and others for whom TEC services were deemed inappropriate were excused from participation. *The Job Readiness Appraisal and the Job Skills Inventory served as additional assessment tools in FYs 1994-5.*

Service planning. Individualized service planning was minimal in the E&T program. Instead, the employment interviewers arranged the sequencing of component activities. In FY 1993, sequencing was largely dependent on two factors: the Service Level designation which determined optional or mandatory participation in the Job Search Training seminar; and, the manipulation of component scheduling to remain within the maximum allowable monthly transportation disbursement of $25.[13] E&T clients did not normally enroll in additional activities after completing a mandatory component.

A few pertinent changes were made in subsequent years. The transportation constraint was eliminated in FYs 1994-5 by state funding for transportation costs above the matched federal cap of $25. Moreover, all clients for whom services were appropriate were expected to complete the entire sequence of components. By design, priority was given in the seminars to SL I participants, but in practice this was rarely if ever an issue due to low response rates.

Referral for services. There were few instances of formal referrals in the E&T program other than the referral from DHS to TEC.[14] TEC usually made no formal referrals to other providers, although a joint referral form exists for JTPA, Food Stamps and AFDC clients. TEC staff and offices usually provided information about other community resources for clients who had additional needs or who wanted to pursue allowable activities other than those contracted to TEC.

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[12] The primary difference was that JOBS orientations were conducted jointly by TEC and DHS staff; E&T orientations were conducted by TEC staff alone.

[13] Clients received $24 dollars for Directed Job Search and $15 for Job Search Training and consequently could not complete both components in any one month without surpassing the transportation assistance cap of $25.

[14] In areas where the JTPA program provided Job Search Training only under contract with TAPIC, TEC referred clients to the workshop using Form 5029 and individuals who completed were referred back to TEC for Directed Job Search.

Participation tracking. TEC staff tracked client participation through completion of the scheduled activity or employment entry. All participants were required to complete an activity unless they established "good cause" for non-participation, received an exemption, or became employed.

Non-compliance situations. DHS eligibility staff and TEC employment interviewers collaboratively handled non-compliance situations. Staff used the Form 1816 to manually transmit non-compliance information, changes in the client's program or personal status, and action taken between agencies.[15]

Contractor staff notified DHS eligibility workers after clients failed to respond to the second outreach letter and other failures to comply with program requirements. The Notification of Adverse Action (NOAA) and sanctions process was initiated by DHS eligibility upon receipt of the 1816 at the DHS office. DHS Eligibility workers sent the E&T participant a NOAA (Form 1017) which gave the client 10 days to resolve the situation, or Food Stamp benefits were denied to the work registrant in non-compliance. The individual in non-compliance was required to resolve the situation with DHS and TEC in order to halt the suspension or begin reinstatement of benefits ("cure" the sanction). Participants who had "good cause" for not participating either finished the component immediately, received a temporary deferment, or were referred back to TEC for reassignment.

Post program/follow-up. There was no post-program follow-up by TEC. Clients are requested to report to the employment interviewer if they become employed. Employment entries both during and within 30 days of completion of the E&T activity were reported to DHS.

Program termination. TEC staff removed the E&T designator from the automated system 30 days after the last action taken with the client. The client had either completed the component in which he/she was placed, entered employment, or had been reported in non-compliance.

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[15] *In March 1995, transmittal of 1816 information became partially automated.*

Table 2.2.
Texas Food Stamp E&T Program Client Flow: Basic Steps and Performing Staff, FY 1993-95

Program Operations	Performing Agency/Staff	Comments
Eligibility Certification	DHS Eligibility	Eligibility units located at DHS offices.
Participation Status*	DHS Eligibility TEC-Employment Interviewers	DHS grant work registration exemptions; option to grant individual E&T exemptions. TEC staff screen for work registrant exemptions; grant individual E&T exemptions.
Service Level Assignment	DHS Eligibility TEC-Employment Interviewers	DHS assigned Service Levels (process embedded in GWS). TEC may screen Service Levels.
Outreach	TEC-Employment Interviewers	**FY 93.** TEC staff outreached all RG-45s received monthly; has option to target outreach by Service Level. **FY 94-5.** Outreach to fill scheduled seminars.
Orientation	TEC-Employment Interviewers	Group or individual orientations at TEC office only. Response rate ranges between 10-30%.
Assessment	None/Limited TEC-Employment Interviewers	**FY 93.** Application for TEC services and SL were basis for reviewing employability. **FY 94-5.** Job Readiness Appraisal and Job Skills Inventory used.
Service Planning	None/Limited TEC-Employment Interviewers	TEC arrange service "sequencing," rather than planning, to deliver contracted components.
Referral for Services	TEC-Employment Interviewers	DHS referred clients to contractor (RG-45). TEC provided information about, not referrals to, other community resources.
Participation Tracking	TEC-Employment Interviewers	TEC track client through component completion or employment entry.
Non-compliance Situations	TEC-Employment Interviewers DHS Eligibility	**FY 93/94.** TEC sent Form 1816 identifying non-compliance to DHS Eligibility. **FY 95.** 1816 partially automated (March)
Program/Follow-up	Limited TEC-Employment Interviewers	Clients may report employment entry to TEC. TEC provided no follow-up tracking, activities or services.
Program Termination	TEC-Employment Interviewers	TEC staff removed the E&T designator 30 days after last action taken with the client.

* Food Stamp recipients are either exempt or non-exempt from work registration and program participation.

Activities and Services

Activities. Six categories of employment and training activities were recognized for the Texas E&T program in FY 1993 thru 1995:[16]

- Job Search
- Job Search Skills Training/Job Readiness
- Vocational Training
- Non-vocational Education
- Work Experience
- Refugee Social Services

After FY 1993, Job Search Skills Training became Job Readiness, reflecting JOBS terminology and the increased conformity of contracted services provided to E&T and JOBS participants statewide by TEC. At the same time DHS and TEC changed the structure and content of activity components delivered as Directed Job Search and Job Search Skills Training/Job Readiness. (Tables 2.3 and 2.4)

Job Search. Through FY 1993, participants in the Directed Job Search component were expected to make 24 documented employer contacts in a thirty day period, reporting to the E&T contractor every two weeks to review the job search process. *Since FY 1994, E&T participants, like Texas JOBS participants, had been required to make 10 employer contacts per week for six to eight weeks. In addition, they concurrently attended a Group Employment Seminar (GEMS) for two to three hours per week to review contacts and job search skills.* Directed Job Search was provided under contract in all 56 E&T counties. The component served the largest proportion of all mandatory participants.

Job Search Skills Training/Job Readiness. Job Search Skills Training/Job Readiness served the second largest proportion of all mandatory participants. This category encompassed several types of activities, including job skills assessment, group job search, basic life skills, job placement, and job counseling. The contracted seminars, including their content and duration, have shifted during the evaluation period.

In FY 1993, a "core" one week, twenty hour Job Search Skills Training (JST) seminar was available under contract in 29 E&T counties. Additionally, Survival Skills Training for Women, a copyrighted pre-employment training seminar, was available through the TAPIC agreement on an optional basis in six E&T counties. JTPA Job Search Training was provided through a non-financial interagency agreement between DHS and the Texas Department of Commerce in all 56 E&T counties in FY 1993.

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[16] Texas Department of Human Services, State Plan of Operations (1992b, 1993b, 1994).

In FY 1994, Job Preparation, a forty-hour, two-week, seminar replaced JST in 55 E&T counties and Life Skills Training, similar to Survival Skills, was introduced in a limited number of counties. TEC provided these two components, each lasting forty hours, under contract in all 56 E&T counties in FY 1995.

Vocational Training. Vocational Training included occupational assessment, remedial and entry-level job skills training, customized training, and vocational education. The component was available through any of several providers, including programs administered by TEA and TDoC on a non-reimbursable basis. TEC was responsible for monitoring participation of non-exempt E&T participants enrolled in vocational training.

Non-Vocational Education. Activities encompassed by this component included assessment, basic literacy training, GED, remedial education, post secondary education, English as second language (ESL), and other forms of classroom instruction that increased employability. Services were generally provided through JTPA and TEA programs on a non-reimbursable basis.

Work Experience Training. This workplace training component included on-the-job training, work experience, and entry employment experience for youths, provided on a non-reimbursable basis by JTPA or other programs.

Refugee Social Services. The three core services in this component (defined by federal regulations) were employment services, ESL, and vocational training. Services were available in eight E&T counties.

Statewide enrollment. Table 2.3 presents annual state total E&T participation data reported to the federal government. The vast majority of mandatory E&T participants were served by contracted Directed Job Search and Job Search Skills Training/Job Readiness activities. Except for Refugee Services, clients in any of the other reporting categories almost exclusively received non-reimbursable services.[17]

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[17] Recall that the number of exempt individuals who were served by JTPA is calculated after-the fact through a data match and that these individuals are counted as "volunteers" for federal reporting purposes, although they never knew that they were participating in E&T. Similarly, non-exempt individuals who were served by JTPA were counted as mandatory participants.

Table 2.3
Texas E&T Clients Served by Category: FY 1993, FY 1994

E&T CATEGORY	FFY 1993 Mandatory Participants	FFY 1993 Volunteer Participants	FFY 1993 Total Participants	FFY 1994 Mandatory Participants	FFY 1994 Volunteer Participants	FFY 1994 Total Participants
JOB SEARCH	64,823	0	64,823	27,081	0	27,801
JOB SEARCH TRAINING	11,803	10,481	22,284	14,515	23,705	38,220
VOCATIONAL TRAINING	364	5,587	5,951	1,022	6,199	7,221
NON VOCATIONAL TRAINING	2,781	16,204	18,985	1,720	20,820	22,540
WORK EXPERIENCE	643	10,395	11,038	692	10,485	11,177
REFUGEE SERVICES	286	0	286	322	0	322
TOTALS	80,700	42,667	123,367	45,352	61,209	106,561

Source: CSS Program Budget and Statistics.

Table 2.4
Crosswalk of Contracted Texas E&T/JOBSComponents: FY 1993, FY 1994, FY 1995

	E&T COMPONENT			JOBS COMPONENT		
E&T CATEGORY	**FY 1993**	**FY 1994**	**FY 1995**	**FY 1993**	**FY 1994**	**FY 1995**
JOB SEARCH	Directed Job Search	Individual Job Search GEMS	Individual Job Search GEMS	Individual Job Search	Individual Job Search GEMS	Individual Job Search GEMS
JOB SEARCH TRAINING (FY 1993) /JOB READINESS (FYs1994-5)	Job Search Skills Training*	Life Skills** Job Preparation***	Life Skills Job Preparation	Life Skills Job Preparation Job Search Skills Training*	Life Skills Job Preparation***	Life Skills Job Preparation

*Same one week, curriculum used in E&T and JOBS. **Not available in all E&T counties. ***Combined Job Preparation and Job Search Skills Training.

Support services. Child care assistance, transportation payments, and payment vouchers for GED testing fees and certificates were the three support services available to E&T program participants through FY 1995. Up to $160 dollars per dependent per month (funded by a 50/50, federal/state match) for child care expenses was available to individuals who needed child care as a condition of program participation.[18] Since participation requirements were short-term and caretakers with children below 6 years of age are exempt from work registration, demand for child care was minimal.

Almost all participants received transportation assistance. Transportation reimbursements up to $25 per month (also funded by a 50/50, federal/state match) were provided to program participants in FY 1993. Usually clients were given $12 per week for job search and $15 per week for seminars. *Transportation allowances, based upon participant need, increased for FY 1994 and FY 1995. Expenditures over $25 were funded solely with state monies. During FY 1995, TEC facilitators could issue a daily rate of $2.50 and up to $10 with supervisory approval; the monthly cap was $230. The same policy and payment schedules applied to E&T and JOBS participants.*

DHS began authorizing payment vouchers for GED testing fees and certificates for E&T participants in FY 1993. It was estimated that 500 individuals would receive payment vouchers of fifty dollars each during FY 1993 and FY 1994. This estimate was lowered to 100 individuals in FY 1995.[19]

Texas E&T Observations

Baseline year investigations of the E&T program in McLennan and Smith counties during FY 1993 provided insights into regular program operations. Findings from this research indicated that at that time in Texas:[20]

- The E&T program was more geared to encouraging and preparing clients to look for work than to providing opportunities for education and training that might increase long-term employability.
- Activity components were mostly limited to the standardized delivery of contracted Directed Job Search and Job Search Training activities to non-exempt work registrants. Clients seldom participated in non-contracted education or training components.
- Service delivery was constrained by poor outreach response rates and high rates of sanctions requests. Sanctions were requested for more than 50 percent of the work registrants in the baseline period in McLennan and Smith counties. Most

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[18] Expenditures over $160 may be funded solely with state monies at their discretion. Texas has provided no additional child care funding for E&T.

[19] Data regarding number of individuals actually served is not yet available.

[20] O'Shea, Schexnayder and Olson (1995).

of these sanctions requests were due to failures to respond to outreach. Less than three of every ten work registrants actually participated in an E&T program activity.

- Staff emphasized the importance of labor market participation, but did not strongly believe that the limited program components would significantly enhance employability of most participants.
- Many participants felt that the E&T program was simply an annual process with which they must comply in order to continue receiving food stamps. Most participated to avoid being sanctioned. They were not strongly committed to the E&T program objectives, doubted the ability of the program to increase their wage earning potential, and felt the program had little impact on their families.

Subsequent field work in Smith county, the comparison site, indicated that the more intensive contracted components and longer duration of participation for FY 1994 and FY 1995 may have mitigated some of the shortcomings of E&T statewide, particularly those related to staff and participant outcome expectations. Staff have increased their capacity to provide clients the tools to find and retain jobs. Those clients who do participate were reportedly entering employment as a result of assistance provided through E&T. Unfortunately, outreach response rates remained poor; many clients were not willing to participate. The design and implementation of the BOND conformance demonstration represent an ambitious effort to create a more effective and efficient program.

III. TEXAS FOOD STAMP E&T/JOBS CONFORMANCE DEMONSTRATION

For the conformance demonstration, DHS chose to adopt JOBS policies and procedures to serve eligible AFDC and Food Stamp recipients in a single program in McLennan County. This section describes basic features of BOND, the demonstration program, including:

- The application of JOBS policies related to resource targeting, sanctions, exemptions, volunteers and case management to E&T participants;
- Modified roles and responsibilities of collaborating agencies;
- Variations in service delivery procedures at key steps in client flow process; and
- Access to an expanded range of activities and support services.

The Texas effort at almost total conformance between JOBS and E&T based on the JOBS model gave rise to significant variations from the design of regular E&T. The following description notes these differences as well as similarities between the demonstration's features and the design of the regular Food Stamp E&T program in Texas.

Project Area/McLennan County

DHS chose to conduct the conformance demonstration in a single county among the 56 E&T counties in Texas in order to contain the higher costs associated with implementing and operating a program that tested the feasibility of complete conformance between the relatively higher cost JOBS program and the relatively lower cost E&T program.[1] DHS selected McLennan County as the site of the demonstration based on the intermediate size of its E&T program, the success of its JOBS program, local economic conditions, and other community features, including the presence of postsecondary institutions, adult education instructional sites, urban transportation and other technical/vocational training programs that could support the project.

Location and physical size also influenced the selection. McLennan County and its principal city, Waco, are situated in the blackland prairie of central Texas about one hundred miles to the north of Austin, the state capital. Proximity to the capital was perceived as a benefit that could facilitate direct contact between state and local staff.

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[1] Research conducted by CHR estimated the average cost per JOBS participant to be between $2300 and $2750 (King, et al., 1994), compared to an estimated cost of around $300 per E&T participant in the baseline period (O'Shea, et al, 1995).

The size of the county and city, both spatial and demographic, have fostered informal networking and collaboration among local resources.[2]

The McLennan County E&T program accounted for about 1.8 percent (or one fifty-sixth) of the total work registrants in all E&T counties. Table 3.1 presents demographic characteristics of work registrants in McLennan County and state E&T counties in the year prior to and the first year of the demonstration. Age shares of the work registrants in McLennan County were similar to state work registrants, and gender characteristics increasingly became so. Racial/ethnic shares were however very distinct. Whites and Blacks retained much larger, and Hispanics much smaller, work registrants shares in McLennan County than was the case in other counties as a whole. Although the average household size was consistent with other E&T county data, single person households were more prevalent, and larger households slightly less common among McLennan County work registrants. McLennan County work registrants also had slightly higher grade level attainment: fewer had no or little education; more had graduated high school; and more had some college (though proportionately fewer completed college.)

Program Policies

Resource Targeting. Service Level assignments provided a basis for targeting resources to meet the needs of participants in BOND. In accord with JOBS policy, BOND served primarily SL I and SL II participants; SL III clients could be served but were usually referred to other community resources. In E&T, SL III clients had had no access to program activities and services. DHS automatically granted SL III clients a state exemption—"multiple barriers to employment"—and they were not referred to the E&T contractor.

In the BOND demonstration, SL I clients, the more "job ready," were normally referred to and enrolled in TEC job readiness and job search components. If not fully-employed after finishing these components, participants could be referred to and enrolled in education or job skills training components. SL II were usually referred to and enrolled in components that addressed their education or social skills deficits, such as adult education or Survival Skills training. Subsequent to finishing these initial components, SL II participants could be referred to TEC for employment services. Figure 3.1 portrays resource targeting by service level.

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[2] The U.S. Census placed the county population at 189,123 in 1990; 103,590 of these residents lived in Waco, the county seat. The county population was 71.1 percent White; 15.4 percent Black, and 12.5 percent Hispanic.

Table 3.1
Demographic Characteristics of Active Work Registrants: All E&T Counties/ McLennan County; March 1993, March 1994

	March 1993		March 1994	
	McLennan	E&T Counties	McLennan	E&T Counties
Total Work Registrants	2,814	158,622	3,716	205,398
% of Total Work Registrants	1.77	100.0	1.81	100.0
DISTRIBUTION (%)				
Gender				
Female	40.3	44.3	44.6	43.0
Male	59.7	55.7	55.4	57.0
Ethnicity				
White	37.6	26.1	39.4	26.0
Black	48.4	26.5	44.9	33.3
Hispanic	13.4	42.1	15.2	39.2
American-Indian	0.2	0.3	0.3	0.4
Asian	0.4	1.0	0.2	1.1
Other	0.0	0.1	0.0	0.0
Age Group				
Under 24	18.2	19.7	20.6	18.6
24 - 30	19.7	19.3	19.8	18.1
31 - 37	24.6	23.5	24.4	23.7
38 - 44	19.3	18.8	19.5	19.6
45 - 51	10.7	11.4	9.5	12.1
52 and older	7.5	7.3	6.3	7.8
Average Age (years)	34.6	34.4	33.9	34.8
Household Number				
1	47.8	37.8	45.4	37.8
2	16.6	16.4	17.1	16.4
3	14.8	16.3	15.0	16.3
4	10.4	13.9	11.4	13.9
5	5.8	8.7	6.5	8.7
6+	4.8	7.1	4.7	7.1
Average Household (number)	2.3	2.6	2.4	2.4
Education				
No formal	0.1	5.0	0.3	4.5
1st - 6th	2.6	8.5	3.1	8.3
7th - 9th	12.2	15.0	12.9	15.1
10th - 11th	22.3	16.8	21.0	17.9
Grade 6-12, GED	3.2	2.7	2.9	2.9
HS Graduate	45.8	41.8	44.7	40.7
Some college	12.8	9.2	14.2	9.5
College Graduate	0.9	1.1	0.8	1.1
Average education (years)	11.0	10.3	11.3	10.3

Source: County data, CHR from DHS Work Registrant Files; state data from TDHS (1993b, 1994).

Case Management. During the demonstration, DHS Employment Services staff provided individual or group case management to E&T and JOBS participants in BOND. Unlike E&T in which there was no formal case management, case management was an essential feature of the Texas JOBS program. Normally, SL I participants who were referred to TEC for services received group case management; SL II participants (and SL I participants in long term education or training) received individual case management.

Exemptions. JOBS program exemptions replaced E&T work registrant and individual exemptions in the BOND demonstration.[3]

JOBS exemptions applied to individuals who were:

- Age 15 and younger or age 60 and older.
- Age 16, 17, or 18 and attending elementary, secondary, vocational, or technical school full time. Exception: a child who was not in school but returns to school as a required JOBS activity does not qualify for this exemption.
- A parent or other relative of children under age three who personally provides care for the child. Exception: custodial parents under age 20 who have not completed high school or its equivalent do not qualify for this exemption; they are required to attend high school or GED classes in JOBS, subject to certain conditions.
- Needed at home to care for an ill or disabled member of the household.
- Temporarily or permanently disabled as verified by DHS eligibility staff.
- Employed or self-employed at least 30 hours per week or receiving earnings equal to 30 hours per week multiplied by the federal minimum wage.
- Too remote from available employment or training resources which would preclude effective participation.[4]
- Full time volunteer for the Volunteers in Service to America (VISTA) Program.
- An AFDC-UP client who is in the medical assistance only period.
- Three through nine months pregnant as verified by eligibility staff..

The replacement of E&T exemptions with JOBS exemptions affected parents with children ages 3-5, custodial parents under age 20 who had not completed high school or its equivalent, students enrolled only one-half time, and VISTA volunteers

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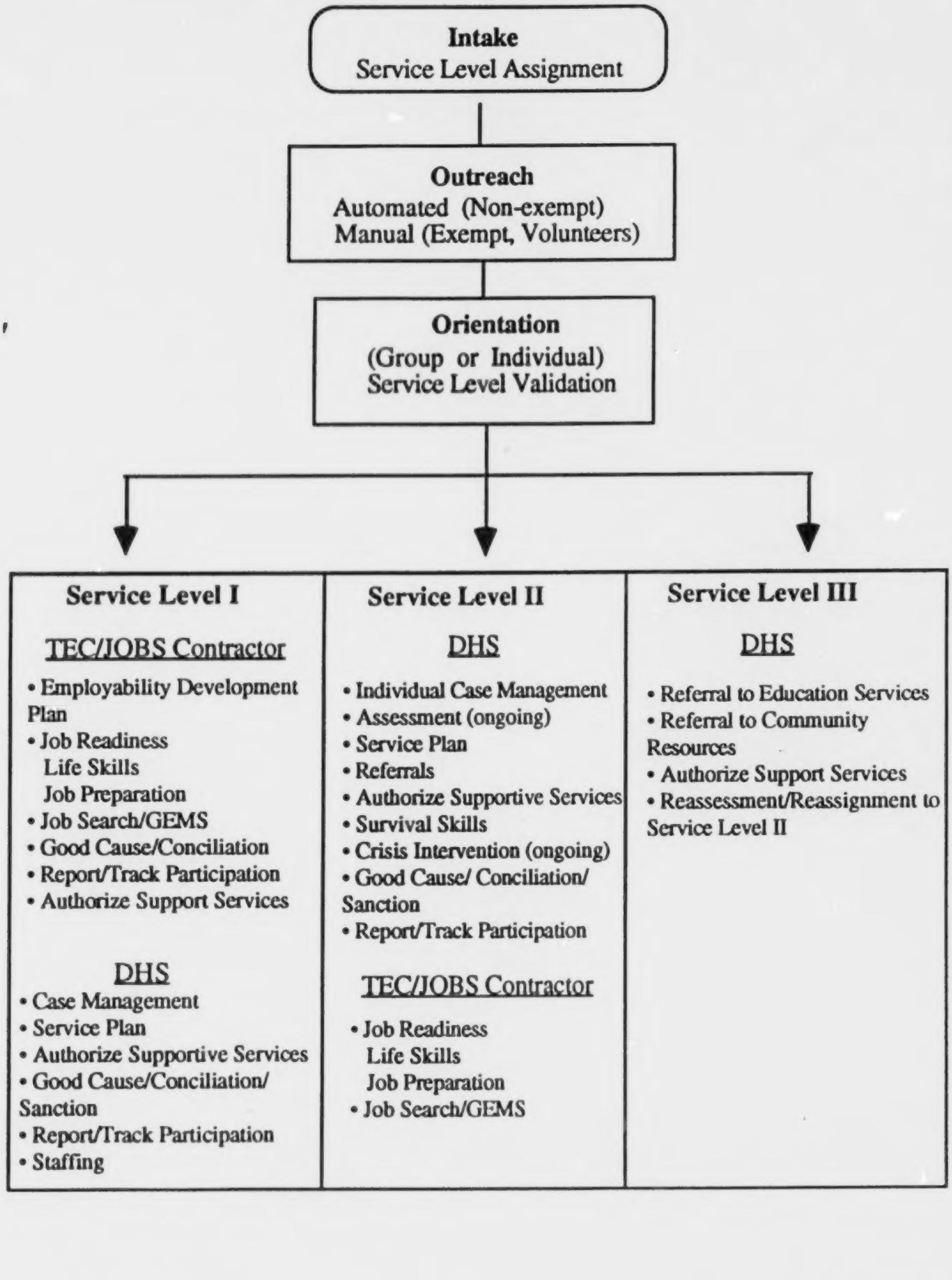
[3] The impact study will determine the effect of changes in program participation due to changes in exemptions policy.

[4] This means that the distance from the client's home to the job or training would require commuting time of more than two hours round trip (not including time for taking a child to and from a child care facility) or the distance prohibits walking, and transportation is not available.

Figure 3.1
Resource Targeting by Service Level in the BOND Demonstration


Intake
Service Level Assignment
Outreach
Automated (Non-exempt)
Manual (Exempt, Volunteers)
Orientation
(Group or Individual)
Service Level Validation
Service Level I
TEC/JOBS Contractor
• Employability Development Plan
• Job Readiness
Life Skills
Job Preparation
• Job Search/GEMS
• Good Cause/Conciliation
• Report/Track Participation
• Authorize Support Services
DHS
• Case Management
• Service Plan
• Authorize Supportive Services
• Good Cause/Conciliation/ Sanction
• Report/Track Participation
• Staffing
Service Level II
DHS
• Individual Case Management
• Assessment (ongoing)
• Service Plan
• Referrals
• Authorize Supportive Services
• Survival Skills
• Crisis Intervention (ongoing)
• Good Cause/ Conciliation/ Sanction
• Report/Track Participation
TEC/JOBS Contractor
• Job Readiness
Life Skills
Job Preparation
• Job Search/GEMS
Service Level III
DHS
• Referral to Education Services
• Referral to Community Resources
• Authorize Support Services
• Reassessment/Reassignment to Service Level II

who were not required to participate). Pregnant women in the third to ninth month of pregnancy were granted an exemption at eligibility determination.

In addition to these modifications, federal E&T exemptions were no longer granted to:

- Food Stamp recipients receiving or applying for unemployment benefits; and
- Food Stamp recipients participating in a substance abuse rehabilitation program (unless a determination had been made that they were physically or mentally unfit for participation).

Individual exemptions from E&T participation were subsumed by JOBS exemptions or were no longer granted. These displaced exemptions included lack of transportation, lack of child care, language barriers, following the work stream, and multiple barriers to employment.[5]

Sanctions. In the demonstration, JOBS program sanction policy replaced E&T sanction policy. Accordingly, the major differences between BOND and E&T sanctions were the actual period of sanction imposed and the staff responsible for initiating sanction requests. In E&T, for the first and any subsequent failure to comply, the sanction applied for two months or until the client cured the sanction. In BOND, for the first failure to comply, the sanction applied until the client cured the sanction by agreeing to satisfactorily participate. For the second failure to comply, the sanction applied until the client agreed to participate for three months, whichever was longer. For any subsequent failure to comply, the sanction applied until the client agreed to participate or for six months, whichever was longer.

In E&T, TEC facilitators offered conciliation to clients and recommended sanctions directly to DHS eligibility workers. In BOND, DHS case managers performed these functions; TEC facilitators informed case managers of non-compliance situations. DHS case managers had no previous role in the E&T sanction process.

Sanction policy in the demonstration was designed to improve participation in E&T *and* JOBS.

- E&T participants were allowed only one cure before experiencing a reduction in benefits.

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[5] Lack of child care or transportation may be "good cause" for non-participation. Individuals with multiple barriers to employment or language barriers may be classified SL III, in which event they would not likely be served by the demonstration.

- During the demonstration, JOBS participants in non-compliance had their needs excluded from the Food Stamps benefit, as well as the AFDC grant.[6]

Volunteers. JOBS volunteer policy was applied in the demonstration. Exempt and non-exempt E&T work registrants could volunteer and received priority for services. There was no procedure for exempt or non-exempt individuals to volunteer for contracted services and exempt work registrants were not called-in for orientation in the Texas E&T program.[7] As in JOBS, exempt work registrants who volunteered and failed to participate in component activities without good cause were excluded from participation for three months. Non-exempt work registrants who volunteered and failed to participate in component activities without good cause were subject to sanction.

In BOND, DHS eligibility workers provided eligible Food Stamp recipients an opportunity to volunteer for the program during the certification process. Eligible clients could also "walk-in" and request services at any time. Volunteers were either referred directly to DHS employment workers for processing or contacted in the next scheduled outreach.

Roles and Responsibilities of Collaborating Agencies

A higher propensity for interagency collaboration was a fundamental feature of the BOND model. The principal agencies and organizations in the demonstration's service delivery configuration were local representatives of those same entities found in the state E&T design: the Texas Department of Human Services; the Texas Employment Commission; the Adult Education Programs at McLennan Community College (MCC Co-op), the local adult education cooperative; the Heart of Texas Council of Governments (HOTCOG), the local JTPA program entity; and the Economic Opportunity Advancement Corporation (EOAC), the local CCMS contract agency. In addition to these agencies, McLennan Community College (MCC) and the Texas State Technical College (TSTC) were significant providers of postsecondary academic and vocational training.

Most of these entities had a more explicit and intensive level of involvement with JOBS than with E&T. Agency roles and responsibilities were supported by legislative mandates, financial contracts, non-financial interagency agreements, and established formal and informal referral procedures. These were reinforced by annual, regional interagency planning conferences and quarterly or as-needed meetings between partner agencies. The result is that a higher level of coordination and collaboration was found in the JOBS program than that which was found in the regular E&T program.

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[6] In the Texas JOBS program, the benefits of the sanctioned JOBS participant are excluded from the AFDC grant. As a result of the reduced AFDC grant, Food Stamp benefits, which include AFDC benefits in the grant formula, may increase by a level commensurate with the reduction in AFDC benefits, in effect creating no net penalty for the sanctioned individual.

[7] Exempt work registrants who "self-referred" and were enrolled in a JTPA program component were counted as "volunteers" for federal reporting purposes. Non-exempt work registrants who "self-referred" and were enrolled in a JTPA program component were counted as mandatory participants.

Texas Department of Human Services. As lead administrative entity and a major provider of services for the BOND demonstration, the role of DHS in E&T expanded significantly in the demonstration. DHS became responsible for interagency planning, the identification and maximization of community resources, and financial and participation reporting. Direct delivery duties included eligibility and service level determination, client outreach, assessment, service planning, referrals, case management (individual or group), tracking participation, and conciliation/sanctions/cures. Previously only eligibility workers had direct contact with E&T participants. Both DHS Eligibility units and Employment Services units served E&T participants in the demonstration.

Texas Employment Commission. TEC, the principal provider of contracted services to E&T and JOBS participants, merged clients and staff for the BOND demonstration. In addition to conducting the core seminars, TEC facilitators shared responsibility with DHS group case managers for other aspects of client service delivery including orientation, assessment, service planning, case staffings, referrals for additional services, support services, tracking participation, conciliation, and post-program follow-up. TEC was expected to provide job readiness and job search services to SL I clients called-in for employment services by DHS, SL I clients who had completed long-term education or training and were referred by DHS individual case managers, and SL II clients who had completed pre-employment activities. The TEC and DHS supervisors negotiated local program operational details including outreach and seminar scheduling.

Adult Education Cooperative. The Adult Education Programs at MCC were expected to provide non-reimbursable basic literacy, ESL, adult basic education (ABE), and adult secondary education/GED classes to BOND participants. MCC co-op had offered open entry/exit ABE/GED classes, designed to meet the twenty hour participation target for AFDC/JOBS students at three or four sites in McLennan County, in addition to the regular adult education instructional sites that offered classes four to six hours per week. The demonstration design anticipated an increased enrollment of E&T participants in adult basic education (ABE) and adult secondary education/GED classes, reflecting the JOBS participation patterns.

Heart of Texas Council of Governments. HOTCOG was the JTPA programs administrator for the six county Heart of Texas SDA. The JOBS model for BOND anticipated that HOTCOG would provide a range of JTPA activities and support services to BOND participants on a non-reimbursable basis. JTPA programs, as the primary source of non-reimbursable education and training to JOBS participants, have a more direct role in the design of the Texas JOBS program than in E&T. Prior to the demonstration, HOTCOG provided Job Search Skills Training and Survival Skills Training through their subcontract with TAPIC to E&T participants.

Economic Opportunity Advancement Corporation. The Economic Opportunity Advancement Corporation (EOAC) is the CCMS contractor for a six county region that includes McLennan County. The EOAC administers about 14 different funding sources for child care, including funding streams for both E&T and JOBS. Despite a large budget, intake for JOBS child care was frequently closed due to shortage of funds.[8] The traditionally low demand for E&T was expected to increase during the demonstration due to changes in the exemption criteria and longer duration of program participation.

From the perspective of EOAC, continuity of post-program care for E&T participants in BOND was the primary difference between serving the two client groups. In addition to receiving in-program child care, all JOBS participants (and AFDC recipients) whose benefits were denied due to increased earnings from employment were entitled to transitional child care assistance for up to one year. Child care could be provided through E&T funds only while participants were active in components; no transitional care was funded.[9]

Client Flow

The design of service delivery procedures and staff functions in BOND at key steps in client flow retained some common features but varied in significant ways from those found within the Texas E&T program, both before and during the demonstration period. Similarities and differences between these regular programs are presented in the following text. Table 3.2 also briefly compares staff roles and procedures in the BOND program with those found in the Texas E&T program.

Intake. The role of DHS eligibility staff and procedures regarding Food Stamp eligibility certification, work registration exemption status, service level assignment were not affected by BOND. Exemption criteria and volunteer policy and procedures, as described earlier, changed considerably.

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[8] For example, almost 46% of the $2,202,227 total FY 1993 child care budget was dedicated to the JOBS program (IV-A JOBS, IV-A Transitional, and CC DBG JOBS Participant). In the same year approximately $8,000 was spent on E&T.

[9] E&T participants could qualify for some other income-eligible child care, if such funding was available.

Table 3.2
Texas Food Stamp E&T and BOND Program Operations
Key Processes and Performing Staff

Program Operations	Performing Agency/Staff		Comments	
	FSE&T	BOND	FSE&T	BOND
INTAKE	DHS Eligibility	DHS Eligibility	DHS Eligibility units at DHS offices responsible for Food Stamp, AFDC and Medicare eligibility certification	No Change.
PARTICIPATION STATUS	DHS Eligibility TEC Employment Interviewers	DHS Eligibility DHS Case Managers	There was no opportunity to volunteer for FSE&T. DHS eligibility workers granted work registration exemptions; could grant individual E&T exemptions. TEC staff screened for work registrant exemptions; granted individual E&T exemptions.	Eligibility workers offer Food Stamps clients opportunity to volunteer for the BOND; manual referral to Employment Services. DHS eligibility workers determine exemption status. DHS case managers may initiate changes in exemption status.
SERVICE LEVEL ASSIGNMENT	DHS Eligibility TEC Employment Interviewers	DHS Eligibility DHS Case Managers	DHS assigned Service Levels (process embedded in GWS) at eligibility. TEC screened Service Levels.	DHS assigned Service Levels (process embedded in GWS) at eligibility. DHS Case Manager reviews Service Level at orientation; may initiate change.
OUTREACH	TEC Employment Interviewers	DHS Case Managers	TEC staff outreach non-exempt work registrants to fill contracted seminars. (Prior to FY 1994, outreach determined by monthly number of RG-45 referrals provided by DHS and annual "clock.")	DHS staff conduct outreach. Number determined by contractual obligations, case manager caseload size, and child care availability.
ORIENTATION	TEC Employment Interviewers	DHS Group Case Managers/TEC Employment Interviewers DHS Individual Case Managers	Group orientations held by TEC facilitators at local agency office or service delivery site.	Group orientation by DHS and TEC for SL I participants scheduled regularly at various sites. SL II and volunteer outreach scheduled as appropriate at DHS office. Open intake for BOND at DHS started FY 1995.
CASE MANAGEMENT	None	DHS Individual /Group Case Managers	Although not officially recognized as such, TEC employment interviewers considered a large part of their duties "case management."	SL I participants served by TEC received DHS group case management. Other participants received DHS individual case management.
ASSESSMENT	TEC Employment Interviewers	DHS Individual /Group Case Managers TEC Employment Interviewers	Application for TEC services (ES- 511) and Service Level assignment were basis for reviewing employability in FY 1993. For subsequent years, parallel to BOND procedures.	Initial and ongoing assessment. Job Readiness Appraisal, Job Search Skills Inventory completed at orientation. Staff/ client contact basis for ongoing assessment. No formal testing instruments.

Table 3.2 Continued

Program Operations	Performing Agency/Staff		Comments	
	FSE&T	**BOND**	**FSE&T**	**BOND**
SERVICE PLANNING	TEC Employment Interviewers	DHS Individual /Group Case Managers TEC Employment Interviewers	TEC arranged service "sequencing" rather than planning, within range of contracted components.	DHS completed an initial service plan at orientation based on recommended components for Service Level. Plan modified during successive staff/client contact.
REFERRAL FOR SERVICES	TEC Employment Interviewers	DHS Individual /Group Case Managers TEC Employment Interviewers	TEC provided information about, not referrals to, other community resources. Clients normally did not enroll in additional activity components.	For SL I clients at Wooded Acres, additional referrals dependent upon mutual judgment of client, TEC Employment Interviewers and DHS group case managers. DHS individual case managers and clients explored available options to increase employability.
PARTICIPATION TRACKING	TEC Employment Interviewers	DHS Individual /Group Case Managers TEC Employment Interviewers	TEC tracked client through component completion or employment entry. Component entries and completions recorded monthly by Employment Interviewers.	TEC Employment Interviewers record attendance on TEC system and report weekly to DHS group case manager who monitor attendance. Other providers report weekly attendance to DHS individual case managers who track participation.
NON-COMPLIANCE SITUATIONS	TEC Employment Interviewers DHS Eligibility	DHS Individual /Group Case Manager TEC Employment Interviewers DHS Eligibility	TEC sent Form 1816 identifying non-compliance to DHS Eligibility (automated 3/95). DHS Eligibility workers are responsible for NOAAs and sanctions.	At Wooded Acres, TEC Employment Interviewers inform group case managers who determines and initiates appropriate action for non-compliance situations. DHS case managers sent Form 2581a (automated 3/95) to recommend sanctions. Only DHS eligibility workers can impose sanctions.
PROGRAM FOLLOW-UP	None at TEC	TEC Employment Interviewers DHS Individual Case Managers	Clients may report employment entry to TEC. TEC provided no follow-up tracking, activities or services.	TEC Employment Interviewers(if client employed during or within 30 days of services) and DHS individual case managers responsible for first-month, second-month and 90 day employment entry follow-up.
TERMINATION	TEC Employment Interviewers	DHS Individual /Group Case Manager	TEC staff removed the FSE&T designator 30 days after last action taken with the client.	DHS group and individual case mangers terminated clients from the JOBS system with supervisor's approval after options exhausted.

Eligibility certification. DHS Eligibility workers were responsible for certification in the AFDC and Food Stamp programs. These eligibility criteria were not be affected by the demonstration.

Participation status. JOBS exemption and volunteer policies and procedures replaced E&T practices in BOND. In BOND, DHS staff were responsible for exemptions: DHS eligibility workers granted exemptions at intake, and DHS case managers recommended changes in exemption status to them. In the Texas E&T program, DHS eligibility workers performed the same functions, but TEC staff had screened clients for work registrant exemptions, recommended changes to DHS eligibility staff, and granted individual exemptions.

Service level assignment. The automated service level assignment produced by Generic Work Sheet (GWS) at eligibility certification for both E&T and JOBS was not affected by BOND; the service level criteria remained identical for both programs. In BOND, DHS case managers screened service levels and made referrals to appropriate components accordingly. In E&T, this had been a function of TEC facilitators.

Outreach. Staff responsible for outreach varied between BOND and the Texas E&T program. In BOND, DHS conducted outreach: in E&T, TEC was solely responsible for outreach.

The size and frequency of outreach also varied between the two programs. BOND outreach of E&T and JOBS participants was dependent upon case manager caseload size, the need to fulfill contracted expectations with TEC, the availability of child care, and other factors. Prior to the demonstration, E&T outreach had been solely dependent upon the monthly number of RG-45 referrals.[10]

Orientation. Orientation in BOND (as well as the Texas E&T and JOBS programs) was designed to inform clients of program options, to explain participation requirements and responsibilities, and to place clients in recommended activities without undue delay. In BOND, DHS and TEC staff shared responsibility for regularly scheduled SL I group orientations, held at EOAC, Wooded Acres, and other locations. DHS group case managers and TEC facilitators were paired to jointly serve sequentially scheduled groups of clients. As-needed group orientations for SL II clients were held by DHS Employment Services staff, normally at the DHS office.

Statewide, TEC usually conducted group orientation for E&T (although individual orientations could have been conducted). Prior to the demonstration, separate group orientations for SL I and SL II E&T work registrants in McLennan County had been conducted solely by TEC at the agency's Waco office. As part of the statewide alignment of purchased services for E&T and JOBS participants, JOBS and E&T orientation conducted by TEC facilitators were functionally interchangeable by FY 1995.

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[10] For FYs 1994-95, the size and frequency of outreach in the regular Texas E&T program was determined by the local outreach response rates and the number of "cycles" of contracted seminars and services scheduled.

Assessment. Assessment in BOND was designed as an "ongoing" process that was relatively standardized, yet informal. Assessment began at orientation with the completion of Job Readiness Appraisal, which was also used by staff to screen service levels, and other forms designed to elicit basic information about the client' s employment history and skills (ES-511, Job Search Skills Survey). Informal assessment continued throughout the participation period through client contact with DHS case managers and TEC facilitators. In the regular E&T program, TEC used similar forms at orientation with E&T clients, primarily to determine whether continuation in contracted job readiness components was appropriate for the individual. Ongoing assessment was negligible due to the short duration of participation, especially in the pre-demonstration period, and the absence of case management.

Service planning. Service planning in BOND was also an initial and ongoing process that identified activities and services to enhance the employment prospects of participants. The plan guided participation, and helped to mediate non-compliance situations. DHS group case managers, in concert with TEC facilitators, developed service plans for SL I participants referred to TEC for services. DHS individual case managers prepared service plans for all other participants. In the Texas E&T program, TEC facilitators had sole responsibility for "sequencing" contracted component options for all participants.

Referrals for services. BOND was designed to give E&T participants access to a broader range of activity components more formally integrated into the service delivery configuration than had been previously available to regular E&T participants statewide. In most areas of the state, referrals in the E&T program were limited to TEC (via RG-45) for contracted job readiness/job search activities.

Participation tracking. DHS case managers had principal responsibility for monitoring the attendance of BOND participants. Since BOND adopted the JOBS model in which program performance was tied to the participation rate, the twenty-hour rule, and enhanced federal funding, participation was closely monitored. Like JOBS clients, E&T clients were scheduled for at least 20 hours per week and were required to attend at least 75 percent of those scheduled hours to remain in compliance. DHS case managers tracked participation to assure that the participation standard was met, to monitor client progress, and to identify non-compliance situations.

Prior to BOND, participation tracking in E&T had been very basic. TEC staff had only reported referrals ("placements") in E&T components and tracked participation to identify completions, employment entries, and non-compliance situations.

Non-compliance situations. In BOND, DHS case managers had primary responsibility for non-compliance situations and sent requests for sanctions to DHS eligibility workers. DHS eligibility workers were authorized to impose sanctions for the JOBS and E&T program participants in Texas. In E&T, TEC staff reported non-compliance directly to DHS eligibility; DHS case managers had no role in the sanctions process.

Post-program follow-up. BOND participants were requested to report employment entry that occurred during or within thirty days of program participation to program staff. Staff monitored employment status at the end of the first month, second month, and 90 days of employment entry.[11] In the regular E&T program, clients had been requested to report employment to TEC facilitators, but there had been no periodic follow-up.

Program termination. BOND program termination procedures for E&T participants were more complex than those used in the regular E&T program. BOND cases were reviewed by DHS case managers, and options to increase client employability within a two-year time frame were considered prior to closing the case (which was approved by the unit supervisor).

Cases were more perfunctorily terminated in the Texas E&T program. TEC employment interviewers removed the E&T designator from the automated system 30 days after the last action taken with the client. Clients had either completed a required component, found employment, or were in non-compliance.

Activities and Support Services

Activities. The BOND design, by adopting the "collaborative service delivery" model of the Texas JOBS program, promised increased referral and enrollment of E&T participants in a wider and more intensive range of activities lasting a longer period of time than those regularly provided through E&T. Table 3.3, which contrasts the component categories used for reporting purposes in Texas E&T in FY 1993 and the Texas JOBS program in FY 1994, suggests the increased range of activity components available to E&T participants in the BOND design. Moreover, in practice through FY

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[11] Follow-up reporting had been integral to JOBS but not E&T. Reporting of employment entry, wages, and hours insured the accuracy of income status, appropriate AFDC benefits, and the transfer of clients to transitional benefits. It potentially added to the total client participation hours in the JOBS program. No such tracking incentive existed in E&T.

Table 3.3
Activity Components in the Texas E&T Program and the JOBS/BOND Programs

E&T Component	JOBS/BOND Component
Directed Job Search	Individual Job Search Group Job Search
Job Readiness	Job Preparation Survival/Life Skills y
Vocational Training	Job Skills Training Self-initiated Training
Non-Vocational Education	High School GED Basic/Remedial Education English as Second Language (ESL) Post secondary Education Self-initiated Education
Work Experience	On-the-Job Training Volunteer Work Experience

1993, E&T participants had been enrolled almost exclusively in contracted Directed Job Search and/or the one week Job Search Skills Training. In BOND, more intensive job readiness/job search were planned, and increased enrollments in the areas of education and work experience were anticipated. Additionally, it might be noted that:

- All levels of education, most notably postsecondary education, had regular enrollment in the McLennan County JOBS program prior to the demonstration; E&T participants had rarely enrolled in educational activities.
- For FY 1994, DHS had planned to enhance job readiness and job search activities in all E&T counties, not just McLennan.
- Survival Skills had been more widely encouraged among SL II JOBS participants; although it had been available to E&T clients in McLennan County in FY 1993, it had been optional and they had rarely enrolled.

- Voluntary (unpaid) work experiences had also been available to and increasingly encouraged for JOBS participants prior to the demonstration, but were seldom, if ever, offered to E&T participants in McLennan County.

On the other hand, Job Skills Training and On-the-Job Training found in the program design of JOBS were weakly represented in McLennan County prior to BOND. JTPA programs administered by HOTCOG were the predominant avenue for Job Skills Training, but there was no regular referral to and enrollment of JOBS participants to JTPA. OJT opportunities were virtually non-existent in McLennan County. Job Development and Job Placement services were also inconsistently provided to participants.[12]

Support Services. Except for the lack of transitional child care assistance for E&T participants, DHS eliminated differences between the support services provided to JOBS participants and those provided to E&T participants in BOND. To do so, DHS upwardly adjusted the transportation reimbursement and allowed one-time, work-related expense reimbursement for E&T participants. Conforming transportation policy and payments was part of the statewide effort to bring purchased services for E&T and JOBS in line statewide. In the BOND program, TEC facilitators and DHS case managers could authorize one-time, work-related expense payments to participants for specific purchases up to $65 per year. DHS also increased funding locally for E&T child care in order to support longer and more intensive participation. In addition to these support services, since FY 1993, DHS has authorized the payment of GED testing and certificate fees for JOBS and E&T participants, if requested.

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[12] Employment services were rendered primarily during client participation in the Individual or Directed Job Search components of the respective programs, although JOBS facilitators often used TEC's job matching system to identify openings for participants in core seminars. Constraints on available time reportedly limited the capacity of facilitators to provide development and placement services in JOBS. Although E&T employment interviewers were available daily to provide employment assistance, few E&T participants used these services.

IV. BOND IMPLEMENTATION

This section describes processes and procedures associated with initial implementation of the BOND program in McLennan County. The text briefly presents principle features of pre-demonstration activities, and discusses barriers that were encountered, as well as lessons that might be induced from the experiences of administrators and staff during the implementation period.

Methods

CHR conducted scheduled and as-needed visits to McLennan County in order to monitor pre-demonstration program operations and activities associated with implementation of the BOND program. Researchers conducted annual site visits to McLennan County for one week in March 1993 and again in May 1994 to interview administrators and staff of principal entities in the JOBS or E&T service delivery configuration and to observe program operations. Additionally, researchers visited McLennan County in August and September 1993 to review staff training sessions.

One-on-one and small group conversations with staff at different levels in the organizational hierarchy of TEC, DHS, and other entities, as feasible and appropriate, permitted researchers to develop a comprehensive understanding of program operations. First-round interviews were designed to probe the various levels of involvement of these entities in the programs that were to be merged and their planned or potential role in the demonstration scheduled to begin the following October of the same year. May 1994 discussions focused on initial accomplishments, barriers and constraints to implementation, and deviations from the original design of the demonstration. An additional objective at this point in the evaluation was to provide DHS recommendations about the BOND design and delivery that might immediately improve program effectiveness and increase its potential for successful adaptation by other counties in Texas.

Formal and informal discussions were also conducted with administrators and staff responsible for program design and oversight at the state office. Researchers collected and reviewed E&T, JOBS, and BOND documentation (including project plans, policy manuals, training materials, databases, memoranda, and reports) in support of field work.

Time Frames

Preparations for BOND implementation began in December 1992 and continued through start-up. By October 1993, DHS and partner agencies had planned to fully integrate staff, policies and service delivery procedures for E&T and JOBS participants. While most policies and procedures were securely in place by that time, a few residual constraints related to staff, caseloads, and automation persisted through initial implementation.

Pre-demonstration Preparation

Planning. Advance planning and design sessions were led by the DHS state office. Five inter-agency sub-committees (Automation, Fiscal, Service Delivery, Training, and Marketing) refined the program design and developed the project from December 1992 through September 1993. Administrative, technical, and delivery staff from the state, regional, and local offices of DHS and TEC participated. DHS staff also described BOND and its objectives to participants at the annual regional interagency planning sessions for JOBS.[1]

Transition. Delivery of regular E&T activities and services in McLennan County were curtailed in August 1993 and discontinued altogether for September 1993 in order to free staff for training. The entire E&T caseload was terminated so that a fresh pool of participants could be served under the new program design.

Staff Training. Joint staff training sessions for local delivery staff from TEC and DHS (Eligibility, as well as, Employment Services supervisors and workers) were held during August and September 1993. State staff introduced the local staff to the purpose, goals, and procedures of the demonstration.

Organization/Staffing Pattern. DHS and TEC significantly changed their staffing structure to accommodate the demonstration model. EOAC, the local CCMS, HOTCOG and the Adult Education Programs at MCC made no initial adjustments in anticipation of increased demands for services.[2]

Texas Department of Human Services. Prior to the demonstration, one DHS Employment Services unit (7-9 case workers and a unit supervisor) had served JOBS clients; DHS had provided no direct delivery of services to E&T clients. In order to provide case management and associated services to E&T clients and JOBS clients in the demonstration, a second Employment unit was formed in March 1993. Case workers in the two DHS Employment Services units were expected to serve an evenly split caseload of JOBS and E&T participants. There was no significant change in the organizational structure of Eligibility units.

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[1] Many partner agencies, including TEC, TEA, and TDoC, had submitted letters of support with the original BOND proposal.

[2] In the second year of the demonstration, EOAC added an additional Client Services Representative and a clerk to accommodate the increased child care enrollments of E&T participants in BOND.

Texas Employment Commission. Prior to implementation, two full-time JOBS employment interviewers (TEC facilitators) and three E&T facilitators worked apart in the Job Services and Special Programs unit. These positions were merged to jointly serve E&T and JOBS participants in BOND. At the start of FY 1994, TEC-Waco separated Job Services and Special Programs into two units. Four facilitators, the assistant supervisor, and unit supervisor of the Special Programs unit were assigned to Wooded Acres, the site developed for contracted service delivery in the BOND demonstration. TAPIC under contract with TEC provided an additional facilitator.[3]

Funding. In preparation for BOND, DHS, which had incurred no local service delivery costs in the regular E&T program, spent an additional $86,810 on salaries and benefits for the new Employment Services unit formed in March and $7,253 on travel and overhead in McLennan County.[4]

Automation. DHS modified the Texas JOBS System database to accommodate E&T participants in McLennan County. E&T participants were assigned to Target Group 3, an unused category in the JOBS system. This adjustment enabled DHS to monitor service delivery and to issue management reports for E&T participants in BOND at the same level of detail as was available for JOBS participants.

Forms/Procedures. Forms and reporting procedures were merged for the two programs. Most importantly, a single form was developed (2581a) and one set of procedures (JOBS) was applied for communication between service delivery staff and eligibility staff which consolidated sanctions requests, employment entries, and other changes in client status for E&T and JOBS. Transportation and child care authorization, client's rights and responsibilities, and other forms and procedures were also consolidated.

Contracted Services. Services purchased from TEC for JOBS and E&T participants were made identical. SL I clients were expected to follow a sequence of two-weeks Life Skills, two weeks of Job Preparation and six weeks of Individual Job Search with weekly Group Employment Seminars (GEMS). E&T and JOBS clients were combined in the seminars.[5]

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[3] HOTCOG, the local subcontractor of the TAPIC/DHS agreement, had previously provided Job Search Skills Training and Survival Skills to E&T participants in McLennan County. For FYs 1994-1995 TAPIC contracted with TEC and provided a facilitator to McLennan County, an apparent residual arrangement of the prior relationship.

[4] DHS Program Budget and Statistics.

Co-location/ Site development. Wooded Acres was developed specifically to deliver Job Readiness/Job Search components to E&T and JOBS participants in BOND and to provide a shared office environment for TEC facilitators and DHS group case managers. One additional case manager was assigned to each of the postsecondary locations (TSTC and MCC), and one full-time and one half-time individual case managers were assigned to the local high schools to serve Communities-in-Schools (CIS) clients.

Implementation Constraints

Few barriers were encountered during initial implementation, probably due to the advance preparation, especially the joint staff training exercises that occurred prior to the demonstration. Challenges that did arise included: balancing case manager caseloads between E&T and JOBS participants; early turnover in case manager positions; persistent predominance of postsecondary enrollments; and low enrollments of SL II clients, particularly in adult education and other pre-employment components.[6]

Balanced Caseloads. Case manager caseloads in both the original unit and the additional Employment Services unit formed for the demonstration had been largely filled with JOBS participants by the time of program start-up, slowing the intake of new E&T clients. To balance caseloads, E&T cases were assigned to case managers when JOBS clients exited the program. Figure 4.1 presents the monthly JOBS, E&T, and total open case caseloads for all case managers in the two units. The figure suggests that about six months into the demonstration the objective of an approximate equilibrium between JOBS and E&T clients had been attained.[7]

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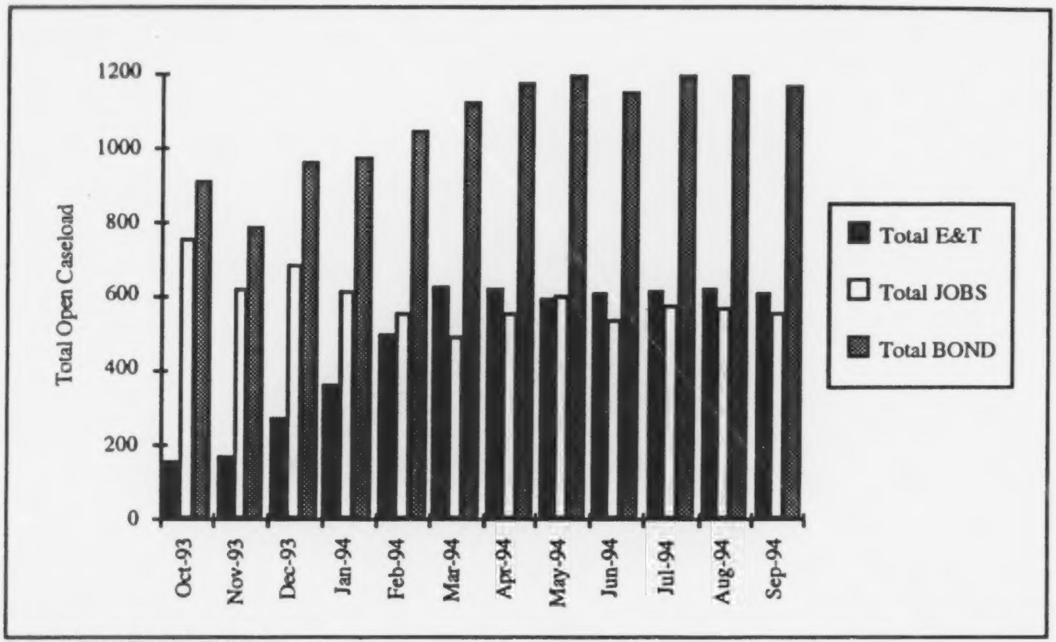
[5] Statewide consolidation of purchased services was completed in the following year.

[6] The last two are constraints in so far as they are local JOBS enrollment patterns that diverge from prevailing enrollment patterns in other JOBS counties and may limit the applicability of the demonstration experience and outcomes in areas with much lower enrollments in postsecondary and much higher enrollments in adult education components.

[7] Caseload size and mixes of specific case managers varied because of case manager specialization. For example, later in BOND the AFDC-UP caseload was assigned to a "specialized" case manager who had no E&T clients. Target caseload size was originally 75 for individual case managers and 125 for group case managers.

Figure 4.1
Total Open Caseload: JOBS and E&T in BOND, FY 1994



Source: DHS TL202, TL202ET

Case Manager Turnover. Five case manager positions opened early in FY 1994. As a result, ongoing caseloads were transferred to tenured case managers and new case managers had to be hired and trained. The net effect was to slow the intake of new clients. The situation directly affected the program's capacity to provide individual case management to SL II E&T participants in BOND and is also associated with the low level enrollment of E&T participants in Adult Education components through May 1994.[8] Reportedly, one of the openings was related to BOND; others were considered normal attrition, i.e., transfers or job changes.

JOBS Participation Patterns. Ongoing JOBS practices affected the distribution of component enrollment patterns and the outreach of SL II E&T clients.

Postsecondary enrollments. A significant proportion of JOBS participation in McLennan County had historically been attributed to the high enrollment in postsecondary education. This enrollment pattern largely assured local attainment of the federal participation rate, a goal that has an enormous influence on JOBS service delivery.[9] Reflecting this situation, high enrollments of E&T participants in BOND immediately emerged as a demonstration feature. Although postsecondary activity is associated with better wage and employment prospects, excessive concentration of program resources on this group might imply under-serving individuals with more severe barriers to employment.

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[8] By March, two new case managers had completed training and begun to build their caseloads.

Adult education. The success of the JOBS program with postsecondary students influenced outreach practices and biased participation away from adult education components. DHS staff were unaccustomed to conducting outreach and group orientation for SL II clients who were more likely to be served by adult education and other pre-employment components.[10] McLennan County JOBS staff had depended primarily on volunteers and individual orientations for the relatively fewer numbers of SL II JOBS clients served. Not until start-up did local staff fully realize that they were expected to regularly outreach and conduct group orientations for SL II E&T clients. These prevailing practices and case manager openings limited automated outreach for SL II clients until April 1994 and kept initial enrollments in adult education low.

Response to Outreach. Outreach response rates, as in the pre-demonstration period, remained low in BOND. Reportedly, less than 20 percent responded to outreach notices and up to one-third of these claimed an exemption or good cause for non-participation. Additionally, TEC sometimes deemed that a few of those SL I clients who did respond were unlikely to benefit from employment services; DHS excused these from participation or tried to arrange some more appropriate services. Among those referred for services, staff reported that 10 to 30 percent failed to attend the initial scheduled activity.

Automation. Some features of the JOBS automation system were not adapted well to meeting the needs of workers serving E&T clients. The system could not outreach exempt E&T clients; consequently, their primary access to BOND was limited to volunteering at intake or recertification.[11] There were other problems such as the accuracy of the outreach lists. Clients no longer eligible were occasionally called for services as were non-exempt (mandatory) participants who had volunteered and were already active in BOND. These problems were related mainly to the cost and practicality of adapting the statewide automation system to meet the needs of the pilot program in a single county.

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[9] King, et al. (1993) notes the increasing emphasis on the participation rate in the Texas JOBS program.

[10] Corrective action had been taken in the spring 1993 to increase enrollment of JOBS participants in Survival Skills Training.

[11] At this time, the eligibility worker would walk the client over to or send a handwritten referral form to Employment Services who would immediately serve or manually send an outreach letter inviting the client to the next orientation. Clients could "walk-in" or requests services at any time and a similar procedure was followed.

Implementation Lessons

Preparation and initial implementation experiences confirmed the positive effects of planning, staff-training, and co-location. These effects could be strengthened through improved state/local communications and better understanding of community needs and resources. Accomplishments in these areas, as well as suggestions for future implementation of models similar to BOND elsewhere, have been identified by CHR researchers based on conversations with BOND staff. The most pervasive staff recommendation, supported strongly by clients also, was for more and better marketing of program activities and support services.[12]

Planning. Planning is always an iterative process. All contingencies cannot be addressed prior to implementation. Advance planning in BOND assured the timely preparation of policies, procedures and supportive materials ahead of the scheduled implementation date. Despite this accomplishment, service delivery and automation systems were not completely resolved by the time of start-up. Unanticipated problems—like those associated with outreach and caseloads mentioned above—surfaced. Program designers and implementation staff need to stay in close communication and should regularly "return to the drawing board" to fine tune program operations in accord with goals and objectives. As a result of BOND experiences, local and state staff recognized the importance of a "hands-on liaison" to more rapidly articulate mutual concerns and problems. The challenge is to find a workable balance between local flexibility and state guidance.

Planning could also be directed outward to include all potential providers of education, training and support services to similar populations in-need. BOND planning was more internally oriented, inclusive of direct delivery and contracted staff. Potential partners, notably HOTCOG, the JTPA programs operator, and MCC Co-op, the local adult education provider, were merely "informed" of BOND implementation. An effective balance of community needs and resources may have been attained early in program operations, if these entities had been more directly involved in pre-demonstration planning.[13]

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[12] O'Shea and Long (1995) provides client assessments of their BOND experiences.

[13] The issue at hand returns to the allocation of staff time and resources. How is functional responsibility to develop and maintain coordinated efforts at the local level shared among the several entities in the collaborative services model, given the separate missions and sometimes conflicting institutional orientations of potential partners?

An additional planning concern is recognition of distinctive local service delivery practices and community needs and resources. Features of the McLennan County JOBS program were not widely shared by other county level JOBS programs in the state. These distinctive features included the local practices of case manager caseload specialization, the high degree of outstationing of case managers, and the frequency with which JOBS participants were enrolled in postsecondary education. Other ongoing situations were the weak relationship between DHS and HOTCOG, and the absence of job skills training and OJT opportunities for non-college E&T and JOBS participants. Local staff could have explored ways to target these weakness and to strengthen interagency collaboration with additional resources made available to the demonstration prior to implementation.[14]

Alternatively, new program resources were applied to ongoing, but unforeseen, community needs. BOND resources were immediately directed to provide additional services to at-risk high school students participating in the Communities-in-Schools program. This application of BOND resources was not anticipated at the state office.

Staff Training. Staff training is an ongoing process, especially when staff expand their functional responsibilities. Joint staff training sessions for local staff from TEC and DHS increased understanding of the purpose, goals, and procedures of the demonstration and enhanced collective responsibility for positive program results. The participation of DHS Income Assistance/Eligibility and Employment Services supervisors and workers initially strengthened the relationship between these functionally distinct divisions of Client Self-Support Services. Eligibility workers, who faced additional tasks in E&T service delivery, particularly benefited form the joint training. For the demonstration, they were required to help market BOND to Food Stamps recipients and manually refer volunteers to Employment Services. Additionally, the presence and joint training of TEC facilitators, who had served JOBS clients or E&T clients, and DHS case managers, who had only served JOBS clients and would be serving E&T clients for the first time, opened communication channels between these staff who would work closely together in the demonstration. Tenured staff shared insights and experiences with new staff; all freely probed the design of BOND and appeared to embrace a wholistic approach to service delivery.

The lesson from theses experiences is that training needs maintenance. Some BOND staff shortly returned to "business as usual," as training effects faded. Referrals of volunteers from Eligibility workers to Employment Services became more responsive to target numbers than to client needs and program opportunities. SL II volunteers sometimes lingered on waiting lists for services because staff failed early in the demonstration to regularly schedule and conduct timely outreach. Ongoing reminders of the purpose and intent of procedural enhancements is necessary to reduce *pro forma* responses. One method to ingrain new responsibilities is to clearly identify and contrast them with previous practices that are no longer acceptable.

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[14] Improved relations between JTPA and BOND programs and staff in McLennan County was to become positive outcome of the demonstration as noted later in this report. Poor inter-program and inter-agency relations were also noted by O'Shea and Pan (1993) in the baseline period.

Co-location. BOND benefited from staff co-location in a pleasant professional context. The Wooded Acres site, where TEC and DHS staff co-located to deliver job readiness/job search components and group case management for the more job-ready participants, was the most visible manifestation of the BOND program. The presence of combined agency staff improved communication between DHS case managers, TEC facilitators, and participants. The delivery of components and services in a spacious, modern professional building corroborated the message delivered at orientation that BOND had invested in new opportunities for participants. Prospective employers presented their companies to participants and sometimes helped with mock job interviews. The stationing of additional DHS staff at MCC and TSTC allowed participation to increase at those sites as well.

Policymakers and planners might also remember that co-location in itself does not cause efficient service delivery and interagency collaboration. In BOND, staff at Wooded Acres shared program goals and objectives, were familiar with the client population, participated in joint training, had histories of collaboration, and were not subject to resource constraints. The presence of these conditions contributed to successful co-location. Additionally, staff pointed out the critical relation between access to their respective automation systems and effective service delivery. Without such access to automation, the benefits of on-site delivery are likely to be reduced.

Marketing. Pre-demonstration marketing of new opportunities and employment objectives may have generated stronger individual and community support for BOND. Case workers and facilitators were confounded by the outreach response rates, given what they perceived as their increased capacity to help people obtain employment. Despite office poster and button campaigns, it appears that the news of BOND did not effectively reach the Waco community. There was no private sector employer information effort, and front-end staff of potentially collaborating agencies were weakly informed of BOND. Most clients' first recollection of BOND was the call-in notice.

V. BOND PROGRAM OPERATIONS

This section discusses BOND program operations during the first two years of the demonstration (FY 1994 and FY 1995). During this time, key features of the BOND model identified in Section Three of this report remained consistent. The following text presents observations on program operations developed by CHR staff conducting the process evaluation. These observations concern:

- Modified roles and responsibilities of agencies collaborating in the BOND program;
- Policies and procedures that the BOND program adopted related to exemptions, sanctions, volunteers and case management;
- Service delivery procedures at key steps in the normal client flow process; and
- Client access to an expanded range of activities and support services.

A final subsection presents a brief overview of similarities and differences between program operations in BOND and in Smith County, the comparison site, during the evaluation period.

Methods

Researchers conducted annual site visits to McLennan County for one week each in May of 1994 and May 1995 to interview administrators and staff of principal entities in BOND service delivery configuration and to observe program operations. May 1994 discussions focused on initial accomplishments, barriers and constraints to implementation, and deviations from the original design of the demonstration. May 1995 discussions probed the effects of changes in sanction, exemption, volunteer and case management policies. In both rounds, researchers reviewed organizational structures, interagency collaboration, client flow processes, and activities and services provided in order to identify significant changes in program operations.

Similar interviews were conducted with managers and staff of entities associated with the E&T program in Smith County, the comparison site, in June 1994 and 1995. The purpose of these visits was to identify changes in the state E&T program and to monitor ongoing service delivery practices which could affect the impact or cost studies.

Intensive interviews with staff at different levels in the organizational hierarchy of TEC, DHS, and other entities, as feasible and appropriate, permitted researchers to develop a comprehensive understanding of program operations. Process and participant survey staff also worked closely together on the field research activities. This enabled CHR researchers to develop and share additional insights into program operations.

Formal and informal discussions were also conducted with administrators and staff responsible for program management at the regional and state offices. Researchers collected and reviewed E&T, JOBS, and BOND documentation (including project plans, policy manuals, training materials, databases, memoranda, and reports) in support of field work.

Roles and Responsibilities of Collaborating Agencies

The more explicit and intensive roles and responsibilities of agencies associated with the BOND program design, identified earlier in this report, were adopted by the participating agencies.

As anticipated:

- DHS staff adapted to case management and other service delivery responsibilities for E&T participants
- TEC staff provided more intensive Job Readiness/Job Search activities
- EOAC arranged child care for high numbers of E&T participants
- MCC provided adult education instruction
- TSTC and MCC staff worked in collaboration with DHS case managers to identify and provide assistance to postsecondary students at the two institutions.

A less anticipated program development was the increased participation of HOTCOG in the service delivery configuration. Prior to the demonstration, HOTCOG's linkage with the JOBS program in McLennan County had been weak. HOTCOG had provided contracted Job Search Skills Training and Survival Skills Training to E&T participants, but little more.[1] There was no regular referral and enrollment of JOBS or E&T participants to non-purchased components at HOTCOG.[2]

However with the onset of the demonstration, JTPA and BOND staff soon recognized that shared client employment and training objectives could be attained by coordinating available resources. During the first year of BOND, HOTCOG began making "reverse referrals" of JTPA-sponsored postsecondary students to BOND for embraced them more openly than DHS group case managers because of the interpersonal experiences shared in the Job Readiness seminars. Group case managers spent much less time with clients and much more time on non-compliance tasks.

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[1] These activities had been provided by HOTCOG as subcontractor under the TAPIC/DHS agreement at the state level and were discontinued for FY 1994. TAPIC did reach an agreement with TEC at the state level in FY 1994 to provide a Facilitator at Wooded Acres; HOTCOG was not partner to this agreement.
[2] O'Shea and Pan (1993).

Client Flow

The following text discusses BOND's effects on service delivery at key steps in client flow, noted in the field work and articulated by program staff.

Intake. The role of DHS eligibility staff and procedures regarding Food Stamp eligibility certification, work registration exemption status, and service level assignment were not affected by the demonstration. The JOBS exemption and volunteer policies adopted by the BOND program, as noted earlier, did affect service delivery considerably.

Participation status. JOBS exemption and volunteer policies replaced E&T policies in BOND. Staff acknowledged the benefits of a single exemption policy for Food Stamp and AFDC recipients, reported no client resistance when they applied new exemptions to E&T participants, and strongly supported the broadened volunteer policy available to E&T participants in BOND.[16] (See Exemptions and Volunteers above for further information.)

Outreach. In BOND, DHS staff conducted outreach of SL I clients on a regular basis in order to fully enroll scheduled seminars at TEC. DHS outreach for SL II clients was more irregular, having been dependent on case load capacity and—perhaps more importantly—residual program practices from the local JOBS program. Prior to BOND, DHS had found frequent or regular SL II outreach unnecessary: local JOBS participation rates had been attained through the concentrated enrollments of volunteer participants at TSTC and MCC.

Technical limitations precluded automated outreach of exempt E&T work registrants in BOND. Exempt E&T work registrants who had volunteered for services had to be manually sent a call-in notice; only non-exempt E&T work registration were available for automated outreach. (Within BOND, exempt and non-exempt AFDC recipients were included in the automated outreach list.)

For BOND staff, responses to outreach may have been the most disappointing feature of the demonstration. Outreach was plagued by low response rates, reportedly ranging between 10-30 percent among E&T participants after the two call-in letters. This appears to be a statewide phenomenon, not a distinct event associated with the demonstration.

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[16] All Food Stamp applicants in McLennan County were given the opportunity to volunteer for BOND. There had been no voluntary participation in E&T prior to BOND.

Policy and Program Procedures

Exemptions. Staff reported encountered no problems with changes in exemption policy and appreciated the simplification of service delivery achieved by adopting a single set of exemptions for E&T and JOBS clients in BOND. The latter benefit accrued most notably to DHS eligibility workers who had previously served both client groups with separate exemption criteria. Researchers had proposed that some previously exempt clients would negatively react to mandatory participation. Service delivery staff reported that this situation did not materialize.

There does appear to have been changes in the gender composition of county work registrant population associated with BOND exemptions. Table 5.1 indicates that across the baseline and first two years of the demonstration, the share of female work registrants increased markedly.[6]

Table 5.1
Gender Composition of Work Registrant in McLennan County

	March 1993 Pre-demonstration	March 1994 Year 1 Demonstration	March 1995 Year 2 Demonstration
Female	40.3	44.6	47.6
Male	59.7	55.4	52.4

Source: CHR from DHS Work Registrant File

At least partially, the increase in females may be explained by changes in exemption policy. Previously women or family members responsible for children younger than six years of age were exempt from work registration. For the BOND demonstration, the age was lowered to three. In addition to the structural change in the work registrant population, BOND may have served as a magnet to Food Stamps for those who needed child care to achieve their education and training objectives.[7]

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[6] The true effects of exemptions on the work registration and participant populations will be measured in the impact study. Results of the participant survey further suggests that the proportion of female E&T participants (individuals with hours in components beyond assessment) in BOND increased significantly also (O'Shea and Long, 1995).

[7] Males may have left Food Stamps at higher rates also. In August, 1994, DHS shortened the recertification period statewide from six to three months for Food Stamp recipients with recent work histories or zero income. Under a regional directive, DHS had shortened the recertification period in McLennan County in February, 1994, six months before the statewide directive. Among Food Stamp recipients in Texas, men

Volunteers. Direct delivery staff noted that serving exempt work registrants who were previously excluded from E&T participation increased the equity of access to program services. Those who were willingly participating were apt to more consistently comply with program requirements. In general, delivery staff noted that the volunteer policy allowed participants to pursue their education and training objectives with support services provided through BOND.

Implementing the volunteer policy proved a more challenging feature of program operations. Most staff habitually characterized participants as mandatory or exempt and associated "exempt" with "volunteer." As a group, service delivery staff never seemed to internalize the condition that mandatory, non-exempt work registrants as well as non-mandatory, exempt work registrants could willingly request to participate, i.e., "volunteer" for BOND. The structural program associations—mandatory or exempt—prevailed over the intent and motivation of the client.

Volunteers could "walk-in" at any time, call, or request services at eligibility certification. However, exempt individuals could only enter BOND by volunteering at one of these points, since the automation system had no capacity to outreach exempt clients. Those who expressed interest in BOND were directed to Employment Services. The individual, if eligible, could either be served immediately or put on the list for the next manual outreach, scheduled for the next orientation, or (if non-exempt) contacted in the next automated outreach. Unfortunately, some willing participants lingered on waiting lists for weeks in the first year of BOND because there were too few exempt clients to manually outreach, caseloads were full, or there was no scheduled outreach and orientation for their service level. Once clients attended orientation, there was no distinction made between non-exempt clients who had volunteered and non-exempt clients who were called in as part of routine outreach procedures; staff perceived all simply as mandatory participants.[8]

Additionally, several permutations of service delivery procedures for exempt or non-exempt volunteers transpired during the first two years of the demonstration. At program start-up, eligibility workers were encouraged to recruit interested individuals and manually refer them to Employment Services. Since inconsistent numbers of referrals were generated, program managers soon required at least two manual referrals per month.

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have more recent work histories and the shorter recertification period may have affected the work registrant population.

[8] The procedures and penalties for non-compliance are the same for mandatory volunteers and mandatory non-volunteers.

Some workers then became lax about recruiting volunteers, once they had achieved their two referrals.

By the second year of the demonstration, some eligibility workers had taken the concept of volunteerism to an opposite extreme and were manually referring all exempt and non-exempt clients to Employment Services.[9] Case workers were assigned to open intake days to serve these "volunteers." The response rate among clients directed to open intake, perhaps not surprisingly, was about equal to that found among work registrants called-in automatically for orientation.

Despite these problems with volunteer policy in program operations, BOND managed to serve exempt and non-exempt volunteers. Management reports indicate that 30 to 40 percent of all E&T participant in BOND were exempt.[10] Many may have volunteered in order to receive support services. A disproportionate number of the BOND volunteers who participated in the participant survey received in-program child care. This trend was very notable among postsecondary students.[11]

Sanctions. As anticipated, the use of a single set of sanction policies, forms and procedures for E&T and JOBS participants in BOND simplified program operations for TEC facilitators, DHS case managers, and DHS eligibility staff. The stronger (JOBS) sanctions applied to E&T participants in BOND do not appear to have improved participation patterns, as had been expected.

By far the cause of most requests for sanctions was client failure to respond to outreach, followed by non-compliance due to attrition between orientation and the first scheduled activity. Once clients began to participate in a component they were not frequently threatened with sanction. Sanctions were least common among postsecondary students. Staff stated that the gross number of sanctions requested had been high due to the large number of clients called-in and that the number of sanctions imposed had risen due to the increased efficiency with which requests were handled.[12] Staff also suggested that timeliness had improved due to closer monitoring of turn-around times. In March

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[9] This approach may be valid for building an immediate association between public assistance and work requirements, but that issue should be viewed apart from volunteerism where services are promptly provided to those individuals who appear motivated to participate and may thus be more likely to benefit.

[10] DHS TL301ET-02,03 reports provide data on exempt and non-exempt participation. The CHR impact study will measure the effects of volunteer policy in BOND. Only exempt participants will be counted as volunteers in that analysis.

[11] O'Shea and Long (1995).

[12] The impact study will provide analysis based upon the number of sanctions requested.

1995, transmittal of sanctions request was automated which led local staff to believe that sanctions processing would further improve.[13]

Most staff appreciated the "carrot and stick" approach of BOND. Staff felt that BOND provided substantive activity components and support services. Clients offered these opportunities had a responsibility to use them to improve their employment prospects. Those who failed to do so should be penalized.

Many staff suggested that an even stronger sanction policy was necessary. Staff felt that clients received "too many chances," that clients still had too many opportunities to manipulate the proceedings. "Cure on demand" policy was not popular among this group.

Most staff felt that reducing Food Stamps as well as AFDC benefits for JOBS participants in non-compliance had positive effects on program operations and strongly supported statewide implementation of such a policy. Staff reported that the additional benefit loss helped reduce non-compliance situations, improved conciliation success rates, and prevented multiple sanctions, in some cases. Reportedly, the impact of stronger sanctions was not immediate, and there was some initial resentment from JOBS clients who felt they were being unfairly treated because this policy applied only to McLennan County. Resistance from clients never reached a level anticipated by some staff, although there was a slight increase in appeals early in the demonstration. A few staff noted that an indirect effect may have been increased employment entry, since the denial of all benefits made employment more appealing.

Case Management. All BOND participants received formal case management from DHS Employment Services staff; previously, E&T participants had received no formal case management services. DHS provided group case management to SL I clients referred to TEC for Job Readiness/Job Search activities. DHS provided individual case management to SL I clients in long-term education and training and to SL II clients enrolled in adult education or pre-employment activities.[14]

BOND case managers, who were expected to have 50/50, JOBS/E&T caseloads, generally expressed no difficulties serving mixed caseloads of E&T and JOBS participants. Case managers previously accustomed to serving only JOBS clients, the vast majority of whom were single, very poor women with children, adapted well to handing E&T clients who included many males and much more diversified family/household and income structures. A few individual case managers did express a desire to have a caseload made up of one group only, stating that it would further simplify their jobs.[15]

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[13] Automation of Form 2581 was bogged down with technical problems through early June. Sanctions were not processed in BOND during this period. Clients were merely called-in again for services after a three month period.

[14] Group case managers have larger caseloads of more "job-ready" clients and conduct most client interaction in a group setting. Individual case managers usually have smaller caseloads of less job-ready clients who may benefit from more individualized attention. Individual case managers at the postsecondary sites in BOND also had large caseloads, since their clients required less individualized services.

As was common in the JOBS program before the merger with E&T in BOND, TEC facilitators—who tracked participation, handled crisis situations, participated in case staffings, and generally had extensive and intensive contact with clients—perceived a large part of their duties as case management. Facilitators acknowledged that participants embraced them more openly than DHS group case managers because of the interpersonal experiences shared in the Job Readiness seminars. Group case managers spent much less time with clients and much more time on non-compliance tasks.

Inter-program Continuity. BOND allowed E&T and JOBS participants to remain in an education, training, or employment-related activity and to continue receiving support services, despite changes in their Food Stamp or AFDC program eligibility while participating in BOND. There was no interruption in their participation. Case managers were required to change the child care and transportation authorizations, so that funds were drawn from the proper source. Staff did note that if child care in either E&T or JOBS funding codes was closed, participants with child care needs who transfer could be affected. Fortunately, this potential constraint had not occurred within the first 20 months of BOND. Although many clients move back and forth between AFDC and Food Stamps eligibility in Texas (a low AFDC benefit state), inter-program transfers were reportedly not common among active BOND participants.[16]

Outside of BOND, DHS terminated services at the end of the month of the eligibility change for AFDC recipients who become eligible for Food Stamps only, while participating in the JOBS program. If eligibility changed due to earnings from employment, DHS case managers would help to arrange transitional support services for the individual and track the employment entry. However, the individual may be called-in for E&T participation, if non-exempt. Staff at that time would assess the appropriateness of the E&T program for the individual.

For E&T clients, TEC staff did not check E&T program eligibility beyond orientation, once an RG-45 referral had been issued by DHS. However, clients whose eligibility changed from Food Stamps only to AFDC could be called in for JOBS during or after E&T participation, whether exempt or non-exempt. Staff at that time would assess the appropriateness of the JOBS program for the individual.

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[15] This is more of a logical extension of the caseload specialization in McLennan County, than a negative reaction to mixed program caseloads.

[16] The impact study will provide an analysis of participation patterns among clients who change program eligibility while active in BOND.

Joint Service Delivery. Activities and services were provided jointly to E&T and JOBS participants in BOND. Staff in the baseline process evaluation had speculated variously about the effects of mixing mostly female JOBS participants with predominately male E&T participants. Staff who had served JOBS participants had perceived that E&T population which generally include individuals with more recent and better work histories would have a positive influence on the employment patterns of the AFDC population. Staff who had served E&T clients had hoped that the more stable participation patterns of the JOBS population would have a stabilizing influence on the erratic attendance patterns of the E&T population. While staff during subsequent interviews could not isolate either of these anticipated effects, they did almost universally note that a "bonding" process occurred through peer exchanges during the job readiness seminars.

Beyond this beneficial effect, service delivery staff voiced no outstanding problem to serving the collective group formed from these categorically funded programs. Rather, staff found that the diverse range of needs and circumstances found within each group are replicated in the combined group. "People skills" are needed to serve either group, as well as both groups. Both TEC and DHS staff stated that a common challenge in service delivery was to overcome the initial resistance of unwilling clients, to turn into a positive attitude the negativity of clients who did not want to participate. This reluctant condition was found among some members of each group.

Client Flow

The following text discusses BOND's effects on service delivery at key steps in client flow, as noted in the field work and articulated by program staff.

Intake. The role of DHS eligibility staff and procedures regarding Food Stamp eligibility certification, work registration exemption status, and service level assignment were not affected by the demonstration. The JOBS exemption and volunteer policies adopted by the BOND program, as noted earlier, did affect service delivery considerably.

Participation status. JOBS exemption and volunteer policies replaced E&T policies in BOND. Staff acknowledged the benefits of a single exemption policy for Food Stamp and AFDC recipients, reported no client resistance when they applied new exemptions to E&T participants, and strongly supported the broadened volunteer policy available to E&T participants in BOND.[17] (See Exemptions and Volunteers above for further information.)

Outreach. In BOND, DHS staff conducted outreach of SL I clients on a regular basis in order to fully enroll scheduled seminars at TEC. DHS outreach for SL II clients was more irregular, having been dependent on case load capacity and—perhaps more importantly—residual program practices from the local JOBS program. Prior to BOND, DHS had found frequent or regular SL II outreach unnecessary: local JOBS participation rates had been attained through the concentrated enrollments of volunteer participants at TSTC and MCC.

Technical limitations precluded automated outreach of exempt E&T work registrants in BOND. Exempt E&T work registrants who had volunteered for services had to be manually sent a call-in notice; only non-exempt E&T work registration were available for automated outreach. (Within BOND, exempt and non-exempt AFDC recipients were included in the automated outreach list.)

For BOND staff, responses to outreach may have been the most disappointing feature of the demonstration. Outreach was plagued by low response rates, reportedly ranging between 10-30 percent among E&T participants after the two call-in letters. This appears to be a statewide phenomenon, not a distinct event associated with the demonstration.

By late spring of 1995, BOND staff shared an experience more commonly associated with the JOBS program; outreach for E&T clients was curtailed because child care was not available due to excess expenditures.

Orientation. Orientation in BOND (as well as the Texas E&T and JOBS programs) was designed to inform clients of program options, to explain participation requirements and responsibilities, and to place clients in recommended activities without delay. For those who did respond to BOND call-in notices, staff conducted group orientations in accord with a standardized format: an assessment/appraisal process was initiated, client rights and responsibilities were explained, service planning began, various forms were completed, and support service were authorized.[18]

BOND staff—as well as regular E&T staff statewide—who served SL I clients during FYs 1994-5 were subjected to conflicting responsibilities because of low show rates at orientation. At orientation, they were supposed to screen-out those individuals for whom contracted services were not appropriate—particularly those for whom employment was a highly unlikely outcome—while attempting at the same time to fully enroll contracted components. Some staff suggested that the latter objective may have taken preference and some of the clients enrolled were not likely to find employment.[19]

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[17] All Food Stamp applicants in McLennan County were given the opportunity to volunteer for BOND. There had been no voluntary participation in E&T prior to BOND.

[18] That so many tasks occurred during the brief time frames of the orientation represents the degree to which JOBS tasks had been streamlined in the last few years in Texas.

Assessment. Assessment in BOND was an "ongoing" process that was relatively standardized, yet informal. Assessment began with the completion of Job Readiness Appraisal at orientation which was used by staff to screen service levels. TEC staff also used this to partially determine whether continuation in job readiness components was appropriate for the clients. Clients served at Wooded Acres also completed the ES-511, the application for TEC services, which informed TEC facilitators of the client's recent work history. The Job Search Skills Survey was a crude measure used to gauge client achievement in the core seminars. Client/staff contact was the basis for informal and ongoing assessment that continued throughout the participation period.

No formal testing instrument was used by direct delivery staff at TEC or DHS. Clients referred to the MCC Co-op received the ABLE and TABE tests as part of the student assessment process. Clients accepted in a JTPA program received additional assessment and testing also.

Tenured staff acknowledged that the quality of the initial assessment in the JOBS program—the model BOND had adopted—had declined in recent years. On the other hand, those who were familiar with the E&T program prior to the demonstration recognized a marked improvement in the quality of assessment, both initial and ongoing, that E&T clients received in BOND.

Service planning. Service planning in BOND was an initial and ongoing process that identified activities and services to enhance the employment prospects of participants. The plan guided participation, and helped to mediate non-compliance situations. DHS group case managers, in concert with TEC facilitators, developed service plans for SL I participants referred to TEC for services. DHS individual case managers prepared service plans for all other participants. In the Texas E&T program, TEC facilitators had sole responsibility for sequencing contracted component options for all participants.

Staff acknowledged that "client choice" was limited in the initial service plan for participants, except for those who had self-initiated enrollment in the postsecondary component. For clients referred to TEC, the objective was employment and increasing the client's capacity to obtain it as swiftly as possible. Less job-ready clients were directed to components to improve their education and interpersonal skills, prior to referral for employment services. Once clients had participated in the recommended components, the weight of their choice and their options increased.

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[19] Staff recognized that clients could receive other, less tangible benefits, such as improved self esteem, friendships, and motivation from the social interaction and bonding that occurred during the seminars. The participant survey results also substantiated the presence of non-employment benefits among BOND participants (O'Shea and Long, 1995)

Service planning began at orientation for BOND participants and continued through successive meetings with case managers until the client had found employment, exhausted all available options, or left BOND for other reasons. At group orientation, the clients agreed to an initial service plan, often typed in advance, that identified their commitment to the education and employment activities recommended for their service level. Most of the clients who entered BOND through the case managers assigned to TSTC and MCC were already participating in, or about to enter, an education or training component. DHS case managers usually had prepared service plans in advance for these clients also.

Referrals for services. The application of JOBS referral procedures to E&T BOND participants gave them access to a broader range of activity components more formally integrated into the service delivery configuration than had been previously available to regular E&T participants. Before BOND, referrals in the McLennan County E&T program were limited to DHS referrals to TEC (via RG-45) and TEC referrals to HOTCOG for the Job Search Training and Survival Skills Training seminars, which the JTPA entity provided through the TAPIC subcontract.

Unlike E&T participants prior to the demonstration, most BOND participants were referred to more than one activity component while active in the program. SL I clients were routinely referred to the core components and job search sequence at TEC. Additional referrals for education or training were initiated based upon the clients' employment goals, and the judgment of the TEC facilitator and the DHS group case manager. SL II clients without a high school diploma or GED were referred to one of the adult education components or Survival Skills. Upon completion of these pre-employment activities, they were referred to TEC for additional services.

SL I clients enrolled in postsecondary education were occasionally referred to Job Search, Survival Skills Training, or Unpaid Work Experience during breaks in their education. Such referrals assured continuity of child care; the secondary objective was to enhance employability since these students had temporarily self-selected out of the full-time job market. If appropriate, students were referred to TEC for assistance upon completion of their education .

Participation tracking. DHS case managers had principal responsibility for monitoring the attendance of BOND participants. Case managers tracked participation to assure that the participation standard was met, to monitor client progress, and to identify non-compliance situations.

Individual case managers received weekly attendance reports from providers and entered this data monthly on the JOBS system. Postsecondary students delivered attendance reports from instructors to the case managers weekly. Group case managers monitored the attendance of SL I clients receiving services from TEC through direct contact with the TEC facilitators. TEC facilitators entered participation data on their agency's automated system. Local data was collected at the state level and transferred from TEC to the DHS JOBS system. Automated reports were generated at the DHS state office and subsequently made available to the group case managers and others at the local level. Co-location of DHS and TEC staff at Wooded Acres eliminated the time-lag in this cycle and permitted direct, timely communication between staff of the two agencies.

Like JOBS clients, E&T clients in BOND were scheduled for at least 20 hours per week and were required to attend at least 75 percent of those scheduled hours to remain in compliance. Staff reported that attaining these objectives was not a problem and that most clients regularly attended scheduled activities.

Non-compliance situations. DHS case managers requested sanctions from DHS eligibility workers who were authorized to impose sanctions for the JOBS and E&T participants in BOND. Case managers sent sanction requests to eligibility workers after attempts to rectify the non-compliance situations had failed. Staff first offered conciliation by phone and mail with clients who were not attending scheduled activities. Sanctions were imposed only by the eligibility worker in accord with procedures and for periods determined by federal regulations. Sanctions were cured by participants who expressed to the eligibility worker their willingness to comply with the participation requirements. Such clients were either referred back to their case manager (if the case was still open) or contacted for program participation during a subsequent outreach.

In BOND, as in the regular E&T program, the overwhelming majority of sanctions requested were based on failure to respond to outreach. Staff reported some client attrition between orientation and scheduled activities, but once clients began actually participating non-compliance situations were infrequent. Among postsecondary students, non-compliance was almost non-existent.

Post-program follow-up. BOND participants were requested to report employment entries that occurred during or within thirty days of program participation to program staff. Staff monitored employment status at the end of the first month, second month, and 90 days of employment entry.

DHS case managers, DHS eligibility workers, and TEC facilitators all had a role in post-program follow-up in BOND. TEC facilitators were responsible for follow-up for all clients who entered employment during or within 30 days of receiving TEC services. Facilitators reported employment status to DHS group case managers who reported this information to eligibility staff. DHS individual case managers followed the same procedures, reporting employment status directly to eligibility workers.

TEC and DHS staff at Wooded Acres encouraged clients to look for work while participating in the job readiness seminars. As a result, some clients found jobs well before finishing the entire sequence of activities. DHS staff at TSTC reported that their employment entry and wage rate may have been artificially low, since some graduates left the county for high wage jobs elsewhere without reporting their success to their case managers.

Other than the transitional benefits for JOBS participants in BOND, there was no formal ongoing activity (e.g., support groups or remedial sessions that reinforce in-program experiences) for clients who met their participation obligations or entered employment. Staff did maintain informal contact and occasionally provided additional assistance, for example, by providing job leads or by helping individuals to revise their resume.

Program termination. BOND cases were reviewed by DHS case managers, and options to increase client employability within a two-year time frame were considered prior to closing the case (which was approved by the unit supervisor). For participants served at Wooded Acres, TEC facilitators reported satisfactory completion of authorized TEC components to the DHS group case managers and closed the component on the TEC system. Group case managers and facilitators jointly explored further options. DHS individual case managers similarly discussed continuing options with clients. Case managers terminated BOND participants who had completed all components deemed appropriate by closing the case on the modified JOBS system.

This closer scrutiny led in some instances to more extensive enrollment periods. For example, clients who had completed 10 weeks of Job Readiness/Job Search, but remained unemployed were occasionally referred to Unpaid Work Experience, as were clients who had acquired their GED and needed experience. Alternatively, case managers and supervisors worked closely to remove individuals who were not actively participating from the caseload. Such purging of the caseload during a "blitzkrieg" freed resources for more determined clients.

Activities and Services

The BOND program followed the collaborative service delivery model to provide a broad range of activity components and support services. Table 5.2 compares actual and potential activities and support services provided through the local E&T program in FY 1993 with those provided through the BOND program in McLennan County during FY 1994, the first year of the demonstration.[20] The table identifies the relative importance of activities in terms of regular referrals and enrollment, the primary providers, and the types of funding. The type of funding available is noted in parentheses below the primary provider. "R" denotes that the activity is reimbursable from state and federal E&T demonstration funds, and "NR" indicates that the activity is funded from other sources.

The table clearly indicates that "MAJOR" activities in E&T were restricted to reimbursable Job Readiness and Job Search.[21] Alternatively, BOND not only provided access to a wider range of reimbursable Job Readiness/Job Search components, but also regularly provided an array of non-reimbursable activities including adult, secondary and postsecondary education, unpaid work experiences, and job development/placement services. Access to job skills training in a non-college setting was weak in both programs.

Tables 5.3 and 5.4 present total annual and monthly average participation data for the baseline period and first two years of the demonstration.[22] These data reveal changes in the enrollment patterns E&T participants in several areas. Most evident are the reduced concentration of participants in Job Search and Job readiness and the wider distribution of participants over several component options. The annual total and monthly average number of E&T enrollments, as well as average monthly reported hours of participation, increased in several components, including Adult, Secondary and Postsecondary Education, Survival/Life Skills, Job Skills Training, and Unpaid Work

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[20] The listed activities varies somewhat from those tracked for reporting participation in either program. The modified list permits a more complete identification of activities and services rendered—for example, Job Development and Job Placement, as well as supportive services—that are not detected in the standard reporting format.

[21] This pattern persists in statewide E&T program, though the content of these contracted activities has become more rigorous.

[22] In these and the following tables a "participant" is an individual who has recorded participation hours in an activity component. Assessment and Employment Entry in the JOBS data system are not considered participation in this report.

Table 5.2
Pre-/Post Demonstration Activities and Services Available to E&T Participants in McLennan County

	Relative Program Role*		Providers (Funding)	
Activity Components and Support Services	FSE&T (FY 1993)	BOND (FY 1994)	FSE&T (FY 1993)	BOND (FY 1994)
EDUCATION				
Adult Education	Minor	**MAJOR**	MCC-Adult Education Cooperative (NR)	MCC-Adult Education Cooperative (NR)
Secondary Education	Minor	**MAJOR**	Local ISD's (NR)	Waco H.S. (NR) University H.S. (NR)
Post secondary Education	Minor	**MAJOR**	MCC (NR) TSTC (NR)	MCC (NR) TSTC (NR)
JOB READINESS				
Survival/ life skills training	Minor	**MAJOR**	HOTCOG (R)	TEC (R) DHS (R)
Job/Work Preparation	None	**MAJOR**	N/A	TEC (R)
Job Search Training	**MAJOR**	**MAJOR**	HOTCOG (R)	TEC (R)
JOB SEARCH				
Individual Job Search	**MAJOR**	**MAJOR**	TEC (R)	TEC (R) DHS (R)
Group Job Search	Minor	**MAJOR**	TEC (NR)	TEC (R)
JOB SKILLS TRAINING				
Classroom Trng./Occupational Customized Training Non-Traditional Training	Minor	Minor (Increasing)	HOTCOG (NR)	HOTCOG (NR)
Other	Minor	Minor	Proprietary schools (NR)	Proprietary schools (NR)

Table 5.2 Continued

	Relative Program Role*		Providers (Funding)	
Activity Components and Support Services	**FSE&T (FY 1993)**	**BOND (FY 1994)**	**FSE&T (FY 1993)**	**BOND (FY 1994)**
On-the-Job Training	None	None	N/A (NR)	N/A (NR)
WORK EXPERIENCE				
Subsidized	Minor	Minor	HOTCOG (NR)	HOTCOG (NR)
Unpaid	None	**MAJOR**	N/A	Local Agencies (NR)
EMPLOYMENT SERVICES				
Job Development and Placement	Minor	**MAJOR**	TEC (NR)	TEC (NR)
SUPPORT SERVICES				
Child Care	Minor	**MAJOR**	EOAC (R)	EOAC (R)
Transportation	**MAJOR**	**MAJOR**	TEC (R) HOTCOG (R)	TEC (R) DHS (R)
Work Related Expenses	None	Minor	N/A	DHS (R)
Transitional Benefits	None	None	N/A	N/A
GED Test & Certificate Fees	minor	minor	DHS/TEC (R)	DHS (R)

* "MAJOR" indicates activity or support service regularly provided to E&T participants; "minor" indicates activity available in operational context, with no regular provision. ** "R" and "NR" refer to whether activity is reimbursable or non-reimbursable with program funds.

Experience. Enrollments remained constant or dropped for Job Readiness (Job Preparation/Job Search Skills Training) and Job Search, but average monthly reported hours per participant in these latter components increased because of structural changes in the components.

Table 5.3
Annual Participation in McLennan County E&T and BOND Programs: FYs 1993-5

	Baseline E&T (7 months)		BOND FY 1994		BOND FY 1995	
ACTIVITY COMPONENTS	Number	Share (%)	Number	Share (%)	Number	Share (%)
TOTAL PARTICIPANTS	547	100.0	696	100.0	849	100.0
Adult Education (03,04,16)	31	5.7	56	8.0	113	13.3
High School (02)	0	0.0	74	10.6	45	5.3
Postsecondary Education (05,06)	0	0.0	243	34.9	374	44.1
Survival/ Life Skills Training (12)	9	1.6	312	44.8	264	31.1
Job Preparation/Job Search Skills Training	130	23.8	185	26.6	172	20.3
Individual and Group Job Search	464	84.8	177	25.4	182	21.4
Job skills Training (08, 11)	0	0.0	17	2.4	11	1.3
On-the-Job Training (13)	1	0.2	0	0.0	5	0.6
Unpaid Work Experience (15)	0	0.0	25	3.6	54	6.4

Source: CHR, Modified JOBS Files

Table 5.4
Monthly Participation in McLennan County E&T and BOND Programs: FYs 1993-5

	Baseline E&T (7 months)		BOND FY 1994		BOND FY 1995	
	Average Monthly Enrollment	Average Monthly Hours	Average Monthly Enrollment	Average Monthly Hours	Average Monthly Enrollment	Average Monthly Hours
TOTAL PARTICIPANTS	139	24.4	188	85.5	253	85.6
Adult Education (03,04,16)	14	23.7	11	50.1	27	52.5
High School (02)	0	0.0	26	148.3	11	136.9
Postsecondary Education (05,06)	0	0.0	98	91.6	156	97.5
Survival/ Life Skills Training (12)	1	20.0	29	27.9	25	31.1
Job Preparation/Job Search Skills Training	19	18.4	20	24.0	17	30.2
Individual and Group Job Search	108	25.0	24	43.5	26	42.7
Job skills Training (08, 11)	0	0	3	44.5	3	80.1
On-the-Job Training (13)	0	9.1	0	0.0	1	151.0
Unpaid Work Experience (15)	0	0	5	59.9	10	66.2

Source: CHR, Modified JOBS Files. Average enrollments are rounded to whole numbers.

Education. All levels of education played significant role in the BOND program. Education had a much smaller role in E&T prior to the demonstration.

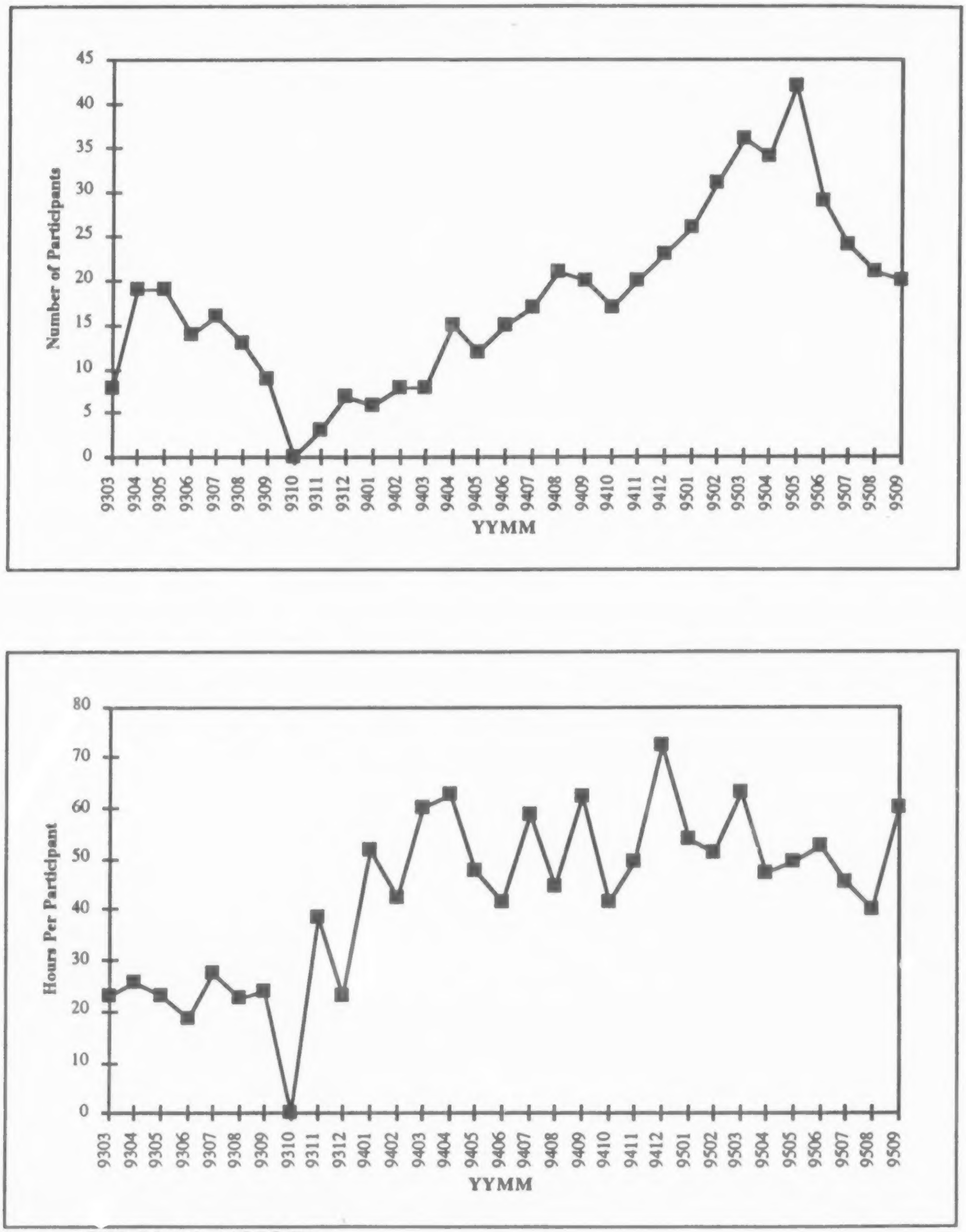
Adult Education. BOND participants were referred and enrolled in adult education classes provided by the Adult Education Programs at MCC. Most students received GED instruction; some received Adult Basic Education and ESL instruction. Adult education instructors did not distinguish between JOBS and E&T clients in the classroom (other than reporting for funding purposes). E&T participants in BOND were scheduled for 20 hours per week of instruction which was funded through regular adult education monies. (JOBS clients in BOND were served by federally-matched, state general revenue funds allocated to TEA specifically for serving AFDC/JOBS participants.)

Figure 5.1 reveals the growth in adult education enrollments and hours among E&T clients from the baseline period through the first two years of BOND. The average monthly number of adult education students was 14 in the baseline period, dropped to 11 students in the first year and rose to 27 in the second year of the demonstration. During this time frame, the average number of instructional hours per student increased significantly, from 24 hours per students during the baseline period to 50 hours in FY 1994 and 52 hours in FY 1995.

Secondary Education. DHS case managers assigned to the Communities-in-Schools (CIS) initiatives at local high schools provided services to young AFDC caretakers, JOBS-eligible dependents of AFDC caretakers who had returned to school, and young Food Stamps recipients. The Texas E&T program had not targeted resources to serve high school students. As indicated in Table 5.3, BOND provided services to 74 E&T eligible students in FY 1994 and 45 in FY 1995.

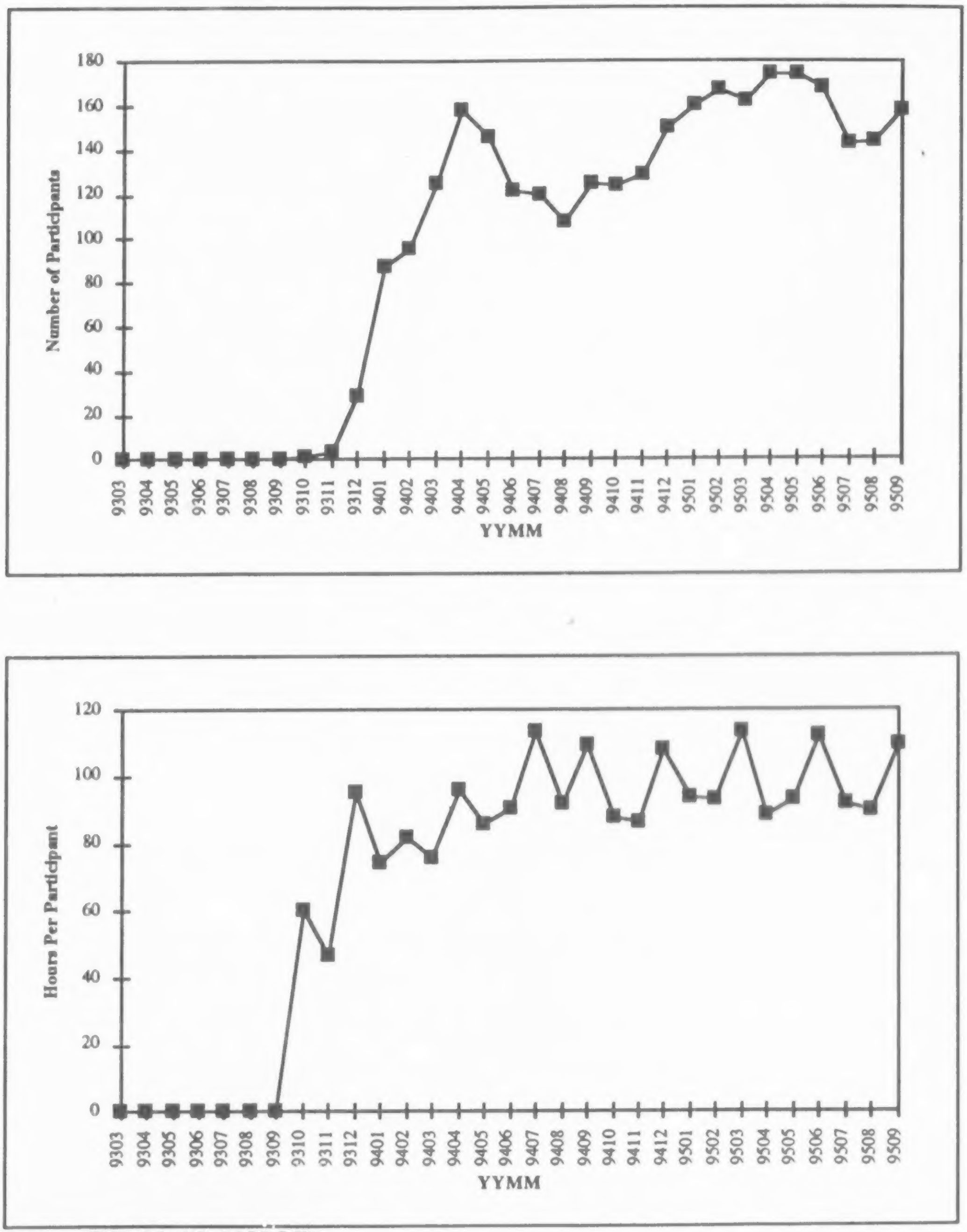
Postsecondary Education. Perhaps the most prominent feature of the BOND program was the large proportion of participants enrolled in classes at TSTC and MCC. Case managers and other staff were stationed at both campuses to assist BOND participants. Although no funds were available through BOND to pay tuition and fees, participants had the benefits of case management and support services. Case managers worked in concert with school financial aid staff, and other service agencies including the Women's Resource Center at TSTC, the Texas Rehabilitation Commission, and HOTCOG.

Figure 5.1
Monthly Adult Education Participation in McLennan County



Source: CHR, Modified JOBS Files

Figure 5.2
Monthly Postsecondary Education Participation in McLennan County



Source: CHR, Modified JOBS Files

During the first and second years of the demonstration respectively, 243 and 374 E&T eligible students received assistance from BOND that helped them to participate in postsecondary education. These student represented a significant share of the total E&T caseloads, between 35 and 45 percent each year. Moreover, these students generated between 90 and 100 participation hours in an average month. Figure 5.2 reveals the average monthly enrollment and participation hours during the baseline period and the first two years of BOND. Obviously, BOND was associated with a startling increase of E&T participants at the local colleges.

Job Readiness. Contracted (reimbursable) job readiness activities were provided jointly to E&T and JOBS participants in BOND.

Survival/Life Skills. BOND clients had regular access to a Survival Skills Training for Women seminar (primarily for SL II clients) conducted by a DHS facilitator, or a Life Skills Training seminar for men and women (primarily SL I clients) conducted by a TEC facilitator. Staff conducted the seminars at the Wooded Acres site and facilitators in both seminars were free to introduce supplemental materials into the standard curricula.

TEC facilitators provided 40 hours of Life Skills Training (four hours per day, five days per week for two weeks) as the first job readiness component for BOND participants. The seminar used the "It's My Life" curriculum developed for statewide use by TEC. Some facilitators questioned the appropriateness of Life Skills Training as an initial activity for SL I participants (an opinion shared by BOND participants, particular among males). The majority however recognized that most clients benefited from participation, if not from the material presented itself, then from the client-client and client-staff interaction that "bonded" the group through the sequential service delivery. This activity helped facilitators overcome the initial resistance to participation exhibited by some clients.

The DHS seminar used the "Survival Skills for Women," curriculum developed by Dr. Linda Thurston. Classes, led by a DHS facilitator, usually met for four hours per day for two weeks; DHS experimented with different durations—one lasted two months. According to the facilitator, participants were responsive to Survival Skills Training, but referrals were inconsistent.

Prior to BOND, E&T participants had been able to participate in Survival Skills provided under the TAPIC agreement by HOTCOG; few chose to do so. The average monthly number of E&T students in Survival/Life Skills increased from one student in the baseline period to 29 and 25 students in the first and second years of the demonstration, respectively. The average number of participation hours per student increased from 20 hours per student during the baseline period to 28 hours in FY 1994 and 31 hours in FY 1995. Annual enrollments were 243 and 264 for the first two years of BOND.

Job Preparation. TEC facilitators at Wooded Acres provided 40 hours of Job Preparation (four hours per day, five days per week for two weeks) as the second job readiness component for SL I and other participants referred to TEC for services. For FY 1994, the seminar combined the "I'm Ready" curriculum developed for statewide use by TEC with the "The Choice is Yours" curriculum developed by Karli and Associates (and used statewide in the Job Search Skills Training offered to E&T and JOBS participants in the baseline year). For FY 1995, TEC developed a new curriculum, "Job Search Skills Development."[23] Facilitators were free to introduce supplemental materials into the standard curriculum.

Prior to BOND, E&T participants received the Job Search Skills Training seminar, a one-week, twenty hour job readiness activity. Tables 5.3 and 5.4 reflect the structural changes in service delivery during the evaluation period. The average monthly number of participants remained relatively constant at about 20 individuals per month. The average monthly number of reported hours per participant increased from about 19 hours in the baseline to 24 and 33 hours in the first and second years of BOND.

Job Search. Contracted job search activities were regularly available to BOND participants. Job search structures in BOND reflect statewide E&T/JOBS conformance efforts implemented in FY 1994. TEC facilitators considered BOND's job search and GEMS to be vast improvements over the job search assistance provided to E&T participants prior to the demonstration.

Individual Job Search. BOND participants were required to complete up to 160 hours of job search (10 employer contacts per week for a six-week period with a possible extension to eight weeks.)[24] Contacts were closely reviewed by TEC facilitators. E&T participants prior to FY 1994 had been required to make 24 employer contacts in a 30-day period. Individual contact with the TEC employment interviewers to review job search experiences had been minimal.[25] Figure 5.3 reveals changes in Job Search enrollment patterns in during the baseline period and the first two years of BOND. The average monthly number of participants decreased from 108 in the baseline to around 25

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[23] The Job Preparation seminar was contracted statewide to TEC for E&T and JOBS participants in Texas in FYs 1994-5.

[24] For reporting participation hours in BOND and for comparison with E&T participation, each employer contact is counted as two hours of participation.

[25] Directed Job Search had been the component most frequently selected by participants to fulfill E&T program requirements.

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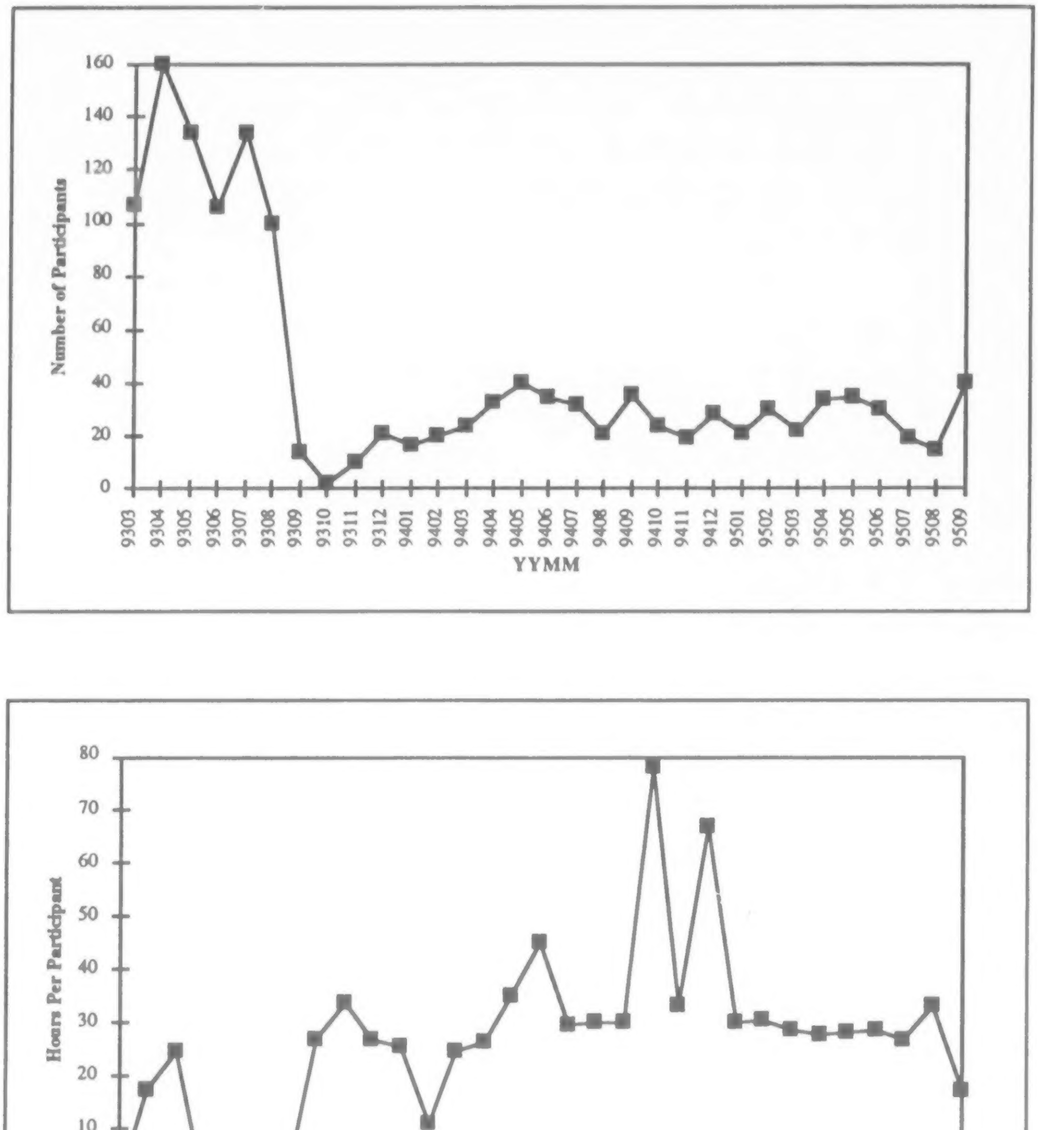
Figure 5.3
Monthly Job Search Participation in McLennan County



Source: CHR, Modified JOBS Files

individuals in the demonstration. For the same time frames, the average monthly number of total job search hours reported per participant increased from 25 to well over 40 hours per participant.

Group Job Search. BOND clients who were enrolled in job search concurrently participated in Group Employment Seminars (GEMS) which met weekly for two to three hours. GEMS were held at Wooded Acres where clients and facilitators discussed job search experiences, contacts, and new job matches. There was no equivalent activity to GEMS in E&T prior to FY 1994. In FYs 1994-95, GEMS was provided to E&T participants statewide.

Job Skills Training. Staff recognized that few non-college, job training opportunities were available to BOND participants. Job Skills Training was not reimbursable with BOND funds. JTPA programs administered by HOTCOG were the predominant avenue for job skills training, but there was little regular referral and enrollment of non-college bound BOND participants in JTPA programs.[26] Only 17 participants in FY 1994 and 11 participants in 1995 had reported hours in the Job Skills Training component. This was, however, an increase from the baseline period in which no clients had been enrolled in Job Skills Training.

On-the-Job Training. OJT opportunities were virtually non-existent for BOND participants in McLennan County. Only one participant in the baseline and five participants in the second year of the demonstration had reported hours in OJT. HOTCOG had no current or planned OJT according to program staff at the end of the evaluation period.

Work Experience. Referrals and enrollment in Unpaid Work Experience steadily increased in the BOND program. Except for JTPA summer youth programs, OJT or other types of work experience had not been widely available to participants in JOBS or E&T prior to the demonstration. The average annual number of E&T participants in work experience increased from zero students during the baseline period to 25 and 54 students in the first and second years of the demonstration, respectively. The average monthly number of reported hours per participant was 60 hours in FY 1994 and 66 hours in FY 1995.

Job Development and Job Placement. Job Development and Job Placement were ancillary employment services provided by TEC as part of the statewide contract for serving E&T and JOBS participants. In BOND, placement services were provided primarily during GEMS, but facilitators also used TEC's job matching system to identify openings for participants in core seminars.

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[26] JTPA training was largely provided at MCC and TSTC. Collaborative efforts between JTPA and BOND are embedded in postsecondary data.

BOND staff made a conscious effort to improve Job Development and Job Placement services. Facilitators invited local employers to speak to and recruit from participants at Wooded Acres; some local employers participated in mock interviews with client during the Job Preparation seminar. Towards the end of the second year, one facilitator was specifically assigned to "job development."

Although TEC employment interviewers in the pre-demonstration period had been available daily to provide employment assistance to E&T participants, few had used these services.[27]

Support Services. Except for transitional benefits, major differences between the support services provided to JOBS participants and those provided to E&T participants were eliminated in BOND. At the time BOND was being implemented, policies and procedures regarding transportation, child care and test fee payments for E&T and JOBS participants were also being aligned statewide. The payment of one-time, work-related expenses remained a unique feature of conformance in BOND.

Child Care Assistance. Child care essentially enabled many participants with young children to partake of longer and more intensive education and training activities provided by BOND and demand was high. Child care not only facilitated participation, it may have served as a magnet for participation. Caretakers with children under six years of age had been exempt from E&T, and components were of short duration, reducing the need for child care in E&T prior to the demonstration.

Child care was authorized by program staff and arranged by the CCMS. Caretakers selected the type of child care (either a CCMS vendor or self-arranged care) and the specific facility with assistance from the client services representative at EOAC, the CCMS contractor responsible for McLennan County. EOAC staff monitored attendance and managed payments to vendors.

Child care was the most controversial of the support services, foremost because of the absence of transitional child care for E&T participants in BOND. That two groups—E&T and JOBS participants—enter, progress and complete a program on equal footing, then leave to face the labor market on unequal footing, was not lost on participants, DHS, TEC, or EOAC staff. Additionally:

- Child care affected participation. BOND was unable to provide child care to additional E&T participants when EOAC closed intake during the last part of FY 1995 due to excess expenditures.

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[27] O'Shea and Pan (1993).

- Child care absorbed a large share of program resources. Child care expenditures accounted for approximately three-eighths of the entire BOND budget.

- Child care resources were disproportionately consumed by postsecondary students. Case managers at MCC and TSTC estimated that 50 percent of their caseloads, which may account for about half of all BOND participants, required child care assistance. Group case managers estimated that less than four percent of their caseloads, which may account for about one-fourth of all BOND participants, required child care assistance.

Transportation Assistance. Virtually all participants received transportation payments, which were managed by TEC staff at Wooded Acres, and by DHS individual case managers elsewhere in BOND.

BOND transportation assistance was limited to $260 per month per individual; actual payments were normally much smaller. TEC staff in McLennan County provided a cash payment of $2.50 per day to participants referred for services. They could approve a greater amount if determined appropriate due to travel distance and actual expenses incurred by the participant. DHS case managers provided bus tokens or authorized a warrant for payment at the rate of $2.50 per day or more, subject to the same factors used by TEC. Overpayments (due to the client's failure to attend the supported activity) were deducted from subsequent payments to the participants.

Transportation payments in E&T prior to FY 1994 had been limited to $25 per month. Contractor staff had provided a total payment of $24 for Directed Job Search ($1 per employer contact) and $15 for the Job Search Skills Training seminar through FY 1993.

Work-related Expenses. In BOND, TEC facilitators and DHS case managers could authorize one-time, work-related expense payments to participants for specific purchase up to $65 per year. Reportedly staff rarely were requested to provide this support service, and clients were almost totally unaware of this assistance. No such support service was available to E&T participants in Texas.

Transitional Assistance. No transitional support services were available to E&T participants in BOND or elsewhere in Texas. Up to one year of transitional child care and medical assistance was available to JOBS participants in BOND (and all AFDC recipients) whose benefits were eliminated because of increased income through employment.

Other. In addition to these support services, DHS could authorize the payment of GED testing and certificate fees for BOND participants, if requested. BOND participants reportedly received this assistance occasionally.

BOND and Smith County E&T Program

During the three years of the evaluation, the E&T program in Smith County adhered to the statewide model described in Section Two of this report. TEC and DHS were the principal agencies and each agency performed their functions in accord with laws, regulations and contractual obligations. Essentially, TEC provided job readiness, job search and support services to mandatory work registrants. DHS certified program eligibility, assigned service levels, issued benefits and imposed sanctions.

Several local organizations were peripheral to the Smith County E&T program. East Texas Employment and Training, Inc. (ETI), the local JTPA program contractor, was the major source of job training opportunities, yet there was no regular referral and enrollment of E&T clients in regular JTPA programs. The Tyler Adult Learning Center, administered by the Adult Education Cooperative of the Rusk ISD, and other local agencies provided a range of adult education curricula suitable for many E&T participants, but E&T participants were seldom enrolled in these activities. Trinity Valley Community College was the local CCMS contractor, but the use of child care services was rare. Additional education and vocational training opportunities were available in Smith County through the local literacy council, Tyler Junior College, the University of Texas at Tyler, Texas College, and local proprietary institutions. Again, there was no regular referral to and enrollment of E&T participants in activities offered by these providers during the evaluation period.

Program Operations. During the baseline year (FY 1993), the Smith and McLennan County E&T programs operated under the same rules and design.[28] There were some differences in terms of client volume and service delivery practices: the number of RG-45 referrals in McLennan was about twice that of Smith; outreach was targeted by service level in McLennan, but not Smith; orientation was conducted individually in Smith, but in a group setting in McLennan; child care was occasionally required by clients in McLennan, but never in Smith; and resources targeting by service level varied between the two counties. In McLennan throughout most of the year, the Job Search Training seminar, followed by Directed Job Search were the required first activities for SL-I clients. In Smith County, the Job Search Training seminar was optional for all clients through February, 1993 and few clients selected that option. After the point in time, all clients were referred to the Job Search Training/Directed Job Search sequence.

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[28] O'Shea, Schexnayder and King (1995) provides descriptive analysis of program operations in the two counties during the baseline year.

Policies and program operations between BOND and the Smith E&T diverged significantly throughout the first two years of the demonstration period (FY 1994, FY 1995). In McLennan County, JOBS policies concerning sanctions, exemptions, volunteers, and case management replaced E&T policies; interagency collaboration increased; staff roles and responsibilities at key steps in client flow changed; the range and intensity of activities and support services provide to E&T clients increased; and the need for in-program child care assistance exploded.

The Smith County E&T program reflected statewide changes in the Texas E&T program that were implemented concurrent with the first two years of the demonstration. During this time, DHS consolidated a statewide agreement with TEC to purchase E&T components based on the JOBS model; enhanced the range, content, and duration of contracted components; reduced the targeted number of clients served; and increased the levels of supportive services available to participants.

The result of these statewide changes in Smith County during FY 1994 were the introduction of GEMS and the two-week, forty-hour Job Preparation seminar, the extension and closer monitoring of Job Search; an increase in the transportation reimbursement costs, and an overall extension of the participation period. Contracted components previously had lasted up to four or five weeks; in Smith County during FY 1994 they might endure six weeks (with a possible two week extension). In FY 1995, the two-week, forty-hour Life Skills Training seminar was introduced and the total time for delivering the full gamut of contracted components increased to ten and possibly twelve weeks. At this time, contracted activities for E&T participants in BOND and E&T participants in Smith County became identical.

The Smith County E&T program nevertheless retained a few locally distinctive features during this period. During FY 1994, GEMS was conducted on an individual basis. Local staff claimed that this individualized contact enabled them to achieve the highest employment entry rate in the state among local E&T offices. Late in FY 1995, a JOBS facilitator began to aggressively pursue job development in behalf of E&T, as well as JOBS clients. The TEC seminars were serving as a pre-employment screening mechanism for local employers. Also in that year, TEC relocated E&T and JOBS seminars to a more permanent and convenient service delivery site.

Although priority was given to SL I participants in E&T, low outreach response rates determined that SL II and SL IV clients were regularly called in for E&T participation. TEC staff in Smith County referred all respondents to the sequence of contracted activities provided that they were "deemed appropriate," regardless of the service level designation. (In BOND, only SL I clients were called in for contracted components. SL II clients were usually referred to TEC only after completing Survival Skills or a GED.) Demand for in-program child care assistance remained negligible in Smith County throughout the evaluation period.

Work Registrant Demographics. Annual, point-in-time demographic profiles of work registrants in Smith and McLennan counties reveal basic similarities and differences between their E&T populations. Table 5.5 presents several demographic characteristics among work registrants in McLennan and Smith counties during March in the baseline year and the first two years of the demonstration. This month was chosen as a representative, mid-year month that corresponded with the annual site visits. Demographic variables addressed are gender, race/ethnicity, age, household composition, and education. The table suggests that:

- The total number of a active work registrants in McLennan Country surpassed by a multiple of two to three the total active work registrants in Smith County.
- Male work registrants were more strongly represented than female work registrants in both counties, but much more so in McLennan County. However, in McLennan County the share of female work registrants steadily increased.
- The racial/ethnic distributions remained relatively constant among work registrants in McLennan County. In Smith County, the share of White work registrants decreased and the share of Black work registrants increased. The share of Hispanic work registrants remained relatively constant in both counties, although Hispanics are more strongly represented among work registrants in McLennan County.
- The average age and age-group distributions of work registrants in the two counties resembled one another. Both remained relatively constant.
- Single person households accounted for a much higher proportion of work registrants in McLennan County than in Smith County. Conversely, larger household units prevailed in Smith County.
- The distribution of education levels within and between the two counties across the three-year period is relatively equal and constant.

Table 5.5
Demographic Characteristics of Active Work Registrants: McLennan County/Smith County - March 1993, March 1994, March 1995

	March 1993		March 1994		March 1995	
	McLennan	Smith	McLennan	Smith	McLennan	Smith
Total Work Registrants	2,814	1,503	3,716	1,356	3,050	994
% of Total Work Registrants	1.77	0.95	1.81	0.66	n/a	n/a
DISTRIBUTION (%)						
Gender						
Female	40.3	47.4	44.6	47.4	47.6	50.5
Male	59.7	52.6	55.4	52.6	52.4	49.5
Ethnicity						
White	37.6	47.5	39.4	44.9	38.5	42.9
Black	48.4	45.9	44.9	48.3	46.5	51.4
Hispanic	13.4	5.9	15.2	6.2	14.6	5.3
American-Indian	0.2	0.7	0.3	0.4	0.2	0.3
Asian	0.4	0.1	0.2	0.1	0.2	0.1
Other	0.0	0.0	0.0	0.0	0.0	0.0
Age Group						
Under 24	18.2	19.2	20.6	19.5	20.7	15.9
24 - 30	19.7	19.7	19.8	19.2	20.5	17.8
31 - 37	24.6	24.1	24.4	22.4	23.8	24.75
38 - 44	19.3	18.3	19.5	18.9	18.5	21.2
45 - 51	10.7	11.6	9.5	11.8	9.8	7.0
52 and older	7.5	7.1	6.3	8.2	6.7	7.2
Average Age	34.6	34.4	33.9	34.6	34.0	34.4
Household Number						
1	47.8	31.8	45.4	33.4	47.8	39.1
2	16.6	21.5	17.1	20.1	16.5	19.8
3	14.8	18.7	15.0	17.7	13.6	15.9
4	10.4	13.7	11.4	13.9	12.1	11.2
5	5.8	8.5	6.5	8.9	5.4	6.9
6+	4.8	5.9	4.7	5.9	4.6	6.9
Average Household	2.3	2.7	2.4	2.6	2.3	2.5
Education						
No formal	0.1	0.7	0.3	0.4	0.3	0.0
1st - 6th	2.6	2.1	3.1	2.2	2.5	3.8
7th - 9th	12.2	10.9	12.9	11.7	15.0	12.4
10th - 11th	22.3	17.0	21.0	18.9	22.2	19.2
Grade 6-12, GED	3.2	2.8	2.9	3.2	3.6	3.9
HS Graduate	45.8	49.5	44.7	47.8	40.1	44.5
Some college	12.8	16.1	14.2	14.6	15.5	15.0
College Graduate	0.9	0.9	0.8	1.1	0.8	1.2
Average education	11.0	11.0	11.3	11.0	11.3	11.1

Source: CHR from DHS Work Registrant Files

Participation Patterns. The distributions of the number and shares of participants in E&T activity components and the number of hours reported in those activity components clearly reveal similarities and differences in program operations between the BOND program and the Smith County E&T program during the evaluation period. Tables 5.6 and 5.7 compare enrollment patterns of participants in E&T components during the evaluation period.[29]

Despite a smaller work registrant pool, Smith County actually enrolled more participants in E&T components for more hours of participation during the seven-month baseline period. Smith served an unduplicated number of 711 clients during this time compared to 547 in McLennan. The average monthly number of active participants was 174 compared to 139, and the average monthly hours of participation was 49, compared to 24 hours in McLennan.

Most of this difference is attributable to the Smith County practice of referring all clients to Directed Job Search and Job Readiness/Job Search Training beginning in March and continuing through the end of the baseline period. In McLennan County SL II participants were not required to participate in Job Search Training. Furthermore, McLennan County truncated service delivery in August and September 1993 for training and transition to the BOND program scheduled to begin in October of that year.

The McLennan County E&T program did exhibit a greater variety of component options during the baseline period. A total of 31 individuals participated in Non-Vocational Training—entirely enrollments in adult education. In an average month, 14 students received 24 hours of instruction, about the same amount of amount of assistance provided to clients in contracted components. Nine clients who attended Survival Skills Training, averaging 20 hours of participation a month, are included in the Job Readiness data. In Smith County, enrollment was limited to contracted components in the baseline and throughout the evaluation period.

A full year of baseline data would have revealed a different pattern. For the first five months of FY 1994, there had been few referrals and enrollments in Job Search Training in Smith County. Alternatively, there were regular referrals of clients to Job Search Training and a few to Survival Skills Training in McLennan County during the first part of the year.[30]

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[29] These tables present participation using E&T taxa. Refer to Table 3.3 for crosswalk information.

[30] Data was collected manually for the seven-month baseline period in both sites during the baseline period, and continued throughout the evaluation period in Smith County. In the Texas E&T program throughout the evaluation period, data concerning actual and scheduled hours of participation in E&T components was not collected on the automated system. BOND adapted the JOBS data system.

Table 5.6
Comparative Annual Participation of E&T Participants: McLennan (BOND) and Smith Counties : FYs 1993-5

	Baseline E&T (7 months)				**First Year Demonstration FY 1994**				**Second Year Demonstration FY 1995**			
	McLennan		**Smith**		**McLennan**		**Smith**		**McLennan**		**Smith**	
ACTIVITY COMPONENTS	**N**	**Share (%)**	**N**	**Share (%)**	**N**	**Share (%)**	**N**	**Share (%)**	**N**	**Share (%)**	**N**	**Share (%)**
TOTAL PARTICIPANTS	547	100.0	711	100.0	696	100.0	641	100.0	849	100.0	331	100.0
Directed Job Search	464	84.8	711	100.0	177	25.4	640	99.8	182	21.4	331	100.0
Job Readiness	131	23.9	687	96.6	322	46.3	641	100.0	308	36.3	331	100.0
Vocational Training	0	0.0	0	0.0	17	2.4	0	0.0	11	1.3	0	0.0
Non-Vocational Training	31	5.7	0	0.0	367	52.7	0	0.0	522	61.5	0	0.0
Work Experience	1	0.2	0	0.0	25	3.6	0	0.0	58	6.8	0	0.0

Source: CHR Manually Collected Data, Modified JOBS Files

Table 5.7
Comparative Monthly Average Participation of E&T Participants: McLennan (BOND) and Smith Counties :FYs 1993-5

	Baseline E&T (7 months)				First Year Demonstration FY 1994				Second Year Demonstration FY 1995			
	McLennan		Smith		McLennan		Smith		McLennan		Smith	
ACTIVITY COMPONENTS	N	Hours	N	Hours	N	Hours	N	Hours	N	Hours	N	Hours
TOTAL PARTICIPANTS	139	24.4	174	49.0	188	85.5	81	76.9	253	85.6	42	83.3
Directed Job Search	108	25.0	174	29.0	24	43.5	81	51.4	26	42.7	42	43.1
Job Readiness	20	18.8	167	20.8	36	35.7	81	25.6	32	40.0	42	40.1
Vocational Training	0	0.0	0	0.0	3	44.5	0	0.0	3	80.6	0	0.0
Non-Vocational Training	14	23.7	0	0.0	134	99.2	0	0.0	194	93.5	0	0.0
Work Experience	0	9.1	0	0.0	5	79.9	0	0.0	12	75.8	0	0.0

Source: CHR Manually Collected Data, Modified JOBS Files. Average enrollments are rounded to whole numbers.

During the demonstration period, annual total E&T participation increased in McLennan County to 696 participants in FY 1994 and 849 participants in FY 1995. This increase can be attributed to the expanding enrollments in Non-Vocational Training which encompassed Adult Education, Secondary Education, and the soaring voluntary participation in Postsecondary Education. Growth in the second year of the BOND was further assisted by the increased E&T enrollments in Work Experience (primarily Unpaid Work Experience). Total annual participation in the Job Search and Job Readiness categories remained relatively constant during the demonstration.

Alternatively, total annual participation in Smith County fell to 641 participants in FY 1994 and 331 participants in FY 1995. The substantially lower number of participants is probably influenced by a number of factors. These include the smaller work registrant pool (Table 5.5), the low outreach response rates, the difficulty of fully enrolling contracted seminars, and the addition of the Life Skills Training seminar which lengthened the participation period and reduced the targeted number of clients served.

Through FY 1994 and FY 1995, as in the baseline period, E&T participants in Smith County were enrolled exclusively in contracted Job Search and Job Readiness activities. Shares of total participation in McLennan County—led by Non-Vocational Training at 52 percent in FY 1994 and 61 percent in FY 1995—were much more widely distributed. No more than one-quarter (25 percent and 24 percent) of all participants were enrolled in Job Search, and well below one-half (46 percent and 36 percent) were enrolled in Job Readiness for the first two years of the demonstration.

Monthly average participation data reveal other features of E&T program operations at the two sites. Compared to the baseline period, both sites dramatically increased the average number of hours per participant during the first two years of the demonstration period. The average monthly number of participation hours was about 85 hours for McLennan County and between 77 and 80 hours in Smith County. The average monthly number of participants in contracted Job Search and Job Readiness activities remained relatively constant in McLennan County across FYs 1995-5, but shrank by almost 50 percent in Smith. During FY 1994, the average number of hours per participant in Job Search at 51 hours in Smith County was higher than McLennan County at 43 hours. On the other hand, the average number of hours per participant in Job Readiness was 10 hours more in McLennan County than Smith in the same year, due in large part to the availability of Life Skill Training and Survival Skills Training in BOND, but not in the Smith County E&T program. By FY 1995, the average number of hours per participant—at about 40 hours each—in these two categories is almost identical. Contracted E&T components became identical in that year statewide.

VI. SUMMARY AND FINAL COMMENTS

Multi-year investigations of program operations have stimulated insights and observations regarding key aspects of the conformance demonstration. This section presents a comparative overview of pre-demonstration/demonstration operational features, responds to primary research questions (one thru three), discusses program objectives and outcomes expectations, and offers final comments about the benefits derived from the BOND demonstration and its applicability to other areas in Texas.

Comparative Overview of E&T and BOND.

A comparative overview of program operations quickly reveals distinctive features, both similar and dissimilar, of the BOND and E&T programs.

Table 6.1
Comparative Overview of Program Operations:
Pre-Demonstration/Demonstration

Texas E & T Program (FY 1993)	BOND Program (FY 1994, FY 1995)
• Labor Market Attachment Strategy	• Diversified Workforce Development Strategy
• Directed Job Search and Job Search Training	• Array of Education and Employability Enhancement Options
• Low Outreach Response Rates/ High Sanctions Requests Rates	• Low Outreach Response Rates/ High Sanctions Requests Rates
• Sanctions as Motivating Agent	• Opportunity/Sanctions as Motivating Agents
• Low Client and Staff Expectations	• Strong Client and Staff Support
• Low Cost per Participant	• Higher Cost per Participant
• Weak Demand for Child Care	• Strong Demand for Child Care

Strategy. Whereas E&T historically had adopted a strategy of immediate labor force attachment for all clients, BOND sought to target resources to meet a broader range of the individual needs and circumstances found among a diverse cross-section of the working and non-working poor. As such, BOND moved E&T closer to a diversified workforce development strategy. In doing so, BOND expanded E&T far beyond the provision of basic job search and job readiness activities.

Activities. E&T clients in BOND had regular, formal access to a broad array of education and employability enhancement options. These included adult and postsecondary education, intensive job search and job readiness, and work experience. In the statewide E&T program, access to such an array was informal and irregular. Vocational training, non-vocational education and other activities were available on an optional basis, but were rarely used by E&T participants statewide.

Response Rates. Getting unwilling clients "through the front door" was a problem. Both E&T and BOND were plagued by low outreach response rates and high rates of sanction requests. In BOND, this may have been associated with increased opportunity costs of BOND participation for individuals involved in the informal sector of the economy, by "recycling" and program scarring associated with failed expectations from previous program experiences, and by inadequate marketing of program opportunities to the Waco community.[1]

Sanctions/Opportunities. BOND used a "carrot and stick" approach. Staff reported that sanctions alone did not drive BOND program participation; perceived benefits of participation motivated most clients, once they were active in the program. Reportedly, sanction requests were rare among active participants, especially among those enrolled in postsecondary education.

Service delivery staff felt that BOND provided opportunities and benefits which, when realized by clients, led to program completions. TEC facilitators and DHS group case managers emphasized the strength of peer/facilitator "bonding" that occurred in the core seminars and the positive effects this had on participation, motivation, self-esteem and successful outcomes. On the other hand, the Texas E&T program prior to the demonstration had offered few substantive activities to enhance employability. It may be that fewer sanctions were imposed, but the cost in terms of time and effort were minimal. It was "easier" for clients to protect their benefits.

For AFDC clients in BOND, a different effect was noted. Most staff felt that reducing Food Stamps, as well as AFDC benefits, for JOBS participants in non-compliance had positive effects on program operations. This policy reportedly helped reduce non-compliance situations, improved conciliation success rates, and prevented multiple sanctions, in some cases. A few staff noted that an indirect effect may have been increased employment entry, since the denial of all benefits made employment more appealing.

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[1] These same factors may affect the regular E&T program. No formal study has yet been conducted to investigate client resistance to program participation in Texas.

Support. BOND appeared to have had both strong E&T client and staff support. Service delivery staff felt that they were able to make a real difference in the lives of participants because of the range, content, and duration of activity components and support services available to participants. Client enthusiasm was documented through the participant survey.[2]

Costs. Expanded activities and support services, however, carry a higher price tag. BOND per participant expenditures when calculated in the cost study will far exceed per participant expenditures in the E&T program during the pre-demonstration period.[3] The primary sources of these difference are the longer duration of participation, the cost of case management and the cost of support services, particularly child care. Prior to BOND, components designed for E&T clients lasted four to six weeks; many BOND clients are active for two full years, particularly those in an education component. Core services at TEC alone span ten to twelve weeks. Also E&T clients received no case management prior to BOND and the cost of an entire Employment Services unit was borne by DHS for the demonstration.

Child Care. Child care was the most outstanding source of increased expenditures in BOND. During the pre-demonstration period, child care costs ran about $8000 in McLennan County, an amount considered high among E&T counties. Child care expenditures for year one exceeded $215,000 and approached $300,000 in year two of the demonstration.[4] Historically, demand for child care had been low in E&T because of the short duration of components and the exemption of caretakers with children under six years of age. BOND eliminated those demand constraints and permitted volunteers. Staff estimated that 2 to 4 percent of the clients served at Wooded Acres required child care assistance, and that about half of the caseload at TSTC and MCC (which accounted for more than half of the total caseload with open components) needed child care. The availability of child care may have served as a magnet for some program participants.

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[2] O'Shea and Long (1995).

[3] The pre-demonstration E&T participant cost was about $300 (O'Shea, Schexnayder and King, 1995). An earlier CHR report estimated JOBS per participant cost between $2300 and $2800 (King, et al, 1993); actual per JOBS participant costs may have declined since then due to structural changes in the program.

[4] EOAC Funding Projection Report. The cost study will provide details.

Key Topics/Primary Research Questions

The process evaluation had primary responsibility for informing the first three research topics and questions.[5]

I. **Program Design and Implementation.** What changes occurred in the FSE&T program design in McLennan County during the demonstration period and how were these changes implemented?

The key features of the BOND design were:

- **Conformance.** JOBS policies and procedures replaced E&T policies and procedures. Most important among theses were resource targeting, sanctions, exemptions, volunteers and case management. Food Stamps and AFDC recipients were served as a single client group at all steps in the service delivery process.
- **Collaboration.** BOND modified roles and required more intensive participation of collaborating agencies. Providers of non-contracted components in particular were expected to make a more significant contribution to the employability efforts of E&T participants in the BOND model than they had formally made to participants in the regular E&T program prior to the demonstration.
- **Activities and Services.** BOND provided regular access to an expanded range of activities and support services for clients. By design, the demonstration provided more education, training, and work experience options than the regular E&T program which had been largely confined to contracted components.

The key features of the BOND implementation were:

- **Planning.** DHS state office led five inter-agency sub-committees through advance planning and design sessions that refined the program design and developed the project from December 1992 through September 1993. Administrators, technical, and delivery staff from the state, regional, and local offices of DHS and TEC participated.
- **Staff Training.** Joint staff training sessions for local delivery staff from TEC and DHS (Eligibility as well as Employment Services supervisors and workers) were held during August and September 1993. State staff introduced the local staff to the purpose, goals, and procedures of the demonstration.
- **Organization/Staffing Pattern.** DHS and TEC changed their staffing structure to accommodate the demonstration model. DHS formed an additional Employment Services unit and TEC combined JOBS and E&T staff in the Special Programs unit. Previously, DHS Employment Services workers had no contact with E&T clients.

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[5] Detailed impact and cost analysis of BOND are scheduled for completion in September 1996.

- **Funding.** In preparation for BOND, DHS spent over $90,000 on advance staffing and project development.

- **Automation.** DHS modified the Texas JOBS System database to accommodate E&T participants in McLennan County, enabling DHS to monitor service delivery and to issue management reports for E&T participants in BOND at the same level of detail as was available for JOBS participants.

- **Forms/Procedures.** Forms and reporting procedures were unified for the JOBS and E&T programs. Common forms were developed for interagency and intra-agency communication, transportation and child care authorization, client's rights and responsibilities, and other tasks.

- **Contracted Services.** Services purchased from TEC for JOBS and E&T participants were made identical. SL I clients were expected to follow a sequence of two-weeks Life Skills, two weeks of Job Preparation and six weeks of Individual Job Search with weekly Group Employment Seminars (GEMS). E&T and JOBS clients were combined in the seminars.[6]

- **Co-location/ Site development.** Wooded Acres was developed specifically to deliver Job Readiness/Job Search components to E&T and JOBS participants in BOND and to provide a shared office environment for TEC facilitators and DHS group case managers. One additional case manger was assigned to each of the postsecondary locations (TSTC and MCC), and one full-time and one half-time individual case managers were initially assigned to the local high schools to serve Communities-in-Schools (CIS) clients.

II. **Client Flow and Client Participation Patterns.** How did the E&T/JOBS conformance demonstration affect client flow and program participation patterns?

The process research indicates that the BOND demonstration may have affected general E&T participation patterns and specific procedures rendered at steps in client flow:

- **Gender.** Females in the E&T population appeared to have been participating in BOND at a higher proportionate rate than males. In the pre-demonstration period, E&T participants in McLennan County were mostly male.

- **Volunteers.** Previously, exempt work-registrants could not participate in E&T. BOND removed that barrier and 30-40 percent of all participants may have been volunteers.[7]

- **Outreach.** BOND outreach, which included Food Stamps and AFDC recipients, was selectively determined by the availability of contracted components, case manager caseload size, and the availability of child care.

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[6] During the demonstration, Texas achieved statewide consolidation of services purchased for JOBS and E&T participants.

[7] The impact study will provide details of the effects of volunteer policy on participation patterns.

E&T outreach was more universal; all RG-45s received in a month were called in for E&T.[8]

- **Orientation.** Orientation in BOND was scheduled regularly for contracted services and on an as-needed basis for other service level groups in BOND. In E&T orientation schedules were determined by the number of referrals received. Statewide, orientation procedures for E&T and JOBS clients have become almost identical.

- **Assessment and Service Planning.** "Initial" and "ongoing" assessment and service planning were provided to BOND participants. Although the original service plan, based on recommended activities for the client's service level, was relatively standardized, additional assessment and service planning provided the means by which clients and case managers could explore further options that might enhance the client's employment prospects. In the pre-demonstration E&T program, assessment had been limited to a brief review of employment history and contracted components were "sequenced." During the demonstration, initial assessment for E&T and JOBS clients statewide were brought into increased conformity, although the programs were operated separately.

- **Referrals.** BOND case managers regularly made formal client referrals to a range of reimbursable and non-reimbursable components. In the regular E&T program, formal referrals were limited to contracted (reimbursable) components.

- **Participation Tracking.** BOND's adaptation of the JOBS data system allowed for much more detailed recording of scheduled and actual attendance in the range of activity components. TEC facilitators recorded monthly attendance data on TEC system and reported weekly and informally to DHS group case managers who formally monitored attendance. Other providers reported weekly attendance to DHS individual case managers who tracked participation and also recorded data on a monthly basis. In the E&T program, TEC tracked client progress through component completion, non-compliance or employment entry. Since October 1994, they have recorded specific component entries and completions monthly.

- **Non-compliance Situations.** In BOND, DHS case managers had primary responsibility for conciliation, initiating and curing sanctions. TEC facilitators identified clients who were not complying with mandatory participation requirements and informed case managers. In the E&T program, TEC facilitators identified and managed non-compliance situations. In both E&T and BOND, eligibility workers had sole responsibility for imposing sanctions/reducing benefits.

- **Post-program Follow-up and Termination.** DHS conducted employment entry follow-up which was the only consistent post-program client contact in BOND. Case managers closed the cases after all options to improve the client's employability within a two-year time period had been exhausted. In E&T employment entries within the 30 days of the last client contact were recorded;

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[8] If slot availability was a problem, priority would be given to SL I participants.

there was no follow-up. Cases were routinely closed 30 days after the last client contact.

III. Activities and Services. How did the demonstration affect the range and intensity of activities and services provided to E&T participants?

The BOND program effectively applied a collaborative service delivery model to provide a broad range of activity components and support services to E&T clients. Activities in E&T prior to BOND had been largely restricted to reimbursable Job Readiness and Job Search.[9] BOND not only immediately provided access to a wider range of reimbursable Job Readiness/Job Search components than found statewide in E&T, but also regularly provided an array of non-reimbursable activities including adult, secondary, and postsecondary education, and voluntary work experience. Additionally, TEC delivered better job development/placement services; these had previously been considered an ancillary service provided by TEC.

BOND clients were also required to commit to more hours per day over a longer period of time than had been required of participants in the regular E&T program. The overall enrollment period could extend up to two years in BOND and clients were scheduled for a minimum of twenty hours per week. The design of contracted components in the pre-demonstration period embraced a five week participation period, most of which was dedicated to a largely self-directed job search that required minimal client effort and minimal client/staff contact. Beginning in some counties in FY 1994 and statewide in all E&T counties by FY 1995, participants in the statewide E&T program were subject to four weeks in Life Skills and Job Preparation seminars, followed by six to eight weeks of closely monitored job search and Group Employment Seminars (GEMS). Nonetheless, this maximum of twelve weeks participation fell far short of the two-year cap of the BOND demonstration.

Except for transitional medical and child care benefits, differences between the support services provided to JOBS participants and those provided to E&T participants were eliminated in BOND. Most of these were part of statewide changes in E&T and JOBS; during the demonstration, policies and procedures regarding transportation, child care and GED tests fees and certificate payments for E&T and JOBS participants were aligned statewide. The payment of one-time, work-related expenses remained a unique feature of E&T in BOND. The longer duration of participation in BOND is associated with the need for support services over a longer time frame, which in turn implies increased expenditure per client.

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[9] This trend persists in statewide E&T program, although some counties have registered clients in non-vocational education and vocational training classes.

Principal observations about the activities rendered through BOND are briefly noted below.

- **Adult Education.** BOND increased participation in adult education classes. In an average month, 11 students attended classes for 51 hours and 27 students attended classes for 52 hours during the first and second years of the demonstration, respectively. Most students were enrolled in GED classes; some received Adult Basic Education and ESL instruction. In an average month during the seven-month baseline period, 14 students received 24 hours of instruction.

- **Secondary Education.** DHS provided case management and support services to young work registrants at local high schools through the Communities-in-Schools (CIS) initiative. The Texas E&T program had not targeted resources to serve high school students.

- **Postsecondary Education.** DHS staff assigned to TSTC and MCC provided case management and support services to 98 and 156 full-time postsecondary students in an average month during the first and second years of the demonstration. Case managers worked in concert with school financial aid staff, and other service agencies, including the Women's Resource Center at TSTC, the Texas Rehabilitation Commission, and HOTCOG. No E&T participants had been enrolled in postsecondary education during the baseline period.

- **Job Readiness/Job Search.** TEC provided more intensive Job Readiness (Life Skills, Job Preparation) and Job Search (Individual Job Search, GEMS) components to E&T participants in BOND. Prior to BOND, Job Search Skills Training was the only seminar regularly available to E&T participants. Delivering these enhanced "core services" to E&T participants was part of the statewide effort to consolidate the contracted activities and services in the Texas E&T and JOBS programs, and were not distinctive features of BOND. By the second year of the demonstration, these components were available to E&T clients statewide.

- **Job Skills Training/On-the-Job Training.** Job Skills Training and OJT were not reimbursable with BOND funds, and few opportunities were available to participants. Case managers and facilitators considered the lack of training opportunities for non-college bound participants to be a weakness of the BOND program. Few individuals were active in either of these components during the first two years of the demonstration.

- **Work Experience.** The BOND program was responsible for increasing the enrollment of E&T clients in the Unpaid Work Experience component. During the baseline period, there had been only one participant in a work experience activity. In the first year and second years of the demonstration respectively, 25 and 54 individuals participated in UWE. They averaged 60 or more hours of participation per month.

- **Employment Services**. Job Development and Job Placement services were provided primarily during GEMS. Facilitators also used TEC's job matching system to identify openings for participants in core seminars. Additionally, facilitators invited local employers to speak to and recruit from participants at Wooded Acres, and towards the end of the second year of the demonstration, TEC assigned a facilitator to the task of job development for BOND participants. Although facilitators had been available daily to provide employment assistance to E&T participants in the pre-demonstration period, few participants had used these services.

Principal observations about the support services rendered through BOND are briefly noted below.

- **Child Care Assistance**. Child care enabled participants with young children to partake of longer and more intensive education and training activities. Demand was high and the services may have been disproportionately consumed by postsecondary students. Closed child care intake due to over-expenditures affected BOND outreach and intake late in FY 1995. The absence of transitional child care for E&T participants in BOND was controversial among participants and staff.

- **Transportation Assistance**. Almost every participant received transportation payments. BOND transportation assistance was limited to $260 per month; TEC staff usually provided a cash payment of $2.50 per day (or more, if determined appropriate due to travel distance and actual expenses incurred by the participant). DHS case managers provided bus tokens or authorized a warrant for payment at the rate of $2.50 per day or more, subject to the same factors used by TEC. Transportation payments in E&T had been limited to $25 per month. Contractor staff had provided a total payment of $24 for Directed Job Search ($1 per employer contact). and $15 for the Job Search Skills Training seminar through FY 1993.

- **Work-related Expenses**. In BOND, TEC facilitators and DHS case managers could authorize one-time, work-related expense payments to participants for specific purchase up to $65 per year. Reportedly staff rarely were requested to provide this support service, and clients were almost totally unaware of this assistance. No such support service was available to E&T participants in Texas.

- **Transitional Assistance**. Up to one year of transitional child care and medical assistance was available to JOBS participants in BOND (and all AFDC recipients) whose benefits were eliminated because of increased income through employment. No transitional support services was available to E&T participants in BOND or elsewhere in Texas.

- **Other**. In addition to these support services, DHS could authorize the payment of GED testing and certificate fees for BOND participants, if requested. Since FY 1993, any E&T or JOBS participant in Texas could request this assistance also.

Program Objectives and Outcome Expectations

BOND was designed in part to:

- Provide expanded and enhanced activities and support services for E&T participants
- Improve participation through a stronger sanction policy
- Target resources based on participant need
- Provide continuity of services delivered to E&T and JOBS participants who experience a change in program eligibility while participating
- Increase efficiency and reduce program costs through common administrative processes, support materials, staff training, and a single service delivery system
- More effectively move participants toward self-sufficiency

Process evaluation results suggest that BOND was relatively successful in attaining its objectives and outcomes expectations.

Activities and Support Services. BOND successfully expanded the range and intensity of activity components and support services available to E&T participants.

Sanctions. According to staff, the stronger sanction policy was a catalyst to improved participation for JOBS participants, whose Food Stamps as well as AFDC benefits were affected by non-compliance. Staff were less certain about the effects of stronger sanctions on E&T participants in BOND. Most E&T sanction requests were due to failure to respond to outreach; active clients were motivated by perceived benefits derived from participation.

Resource Targeting. BOND targeted resources based upon participant need much more accurately than regular E&T had prior to the demonstration. BOND provided clients more component options per service level, individualized attention from case managers/facilitators, and the opportunity to volunteer to get support for employment objectives.

Inter-program Continuity. E&T and JOBS participants who experienced a change in program eligibility while participating in BOND could remain in an education, training, or employment-related activity, despite those changes. Although many clients move back and forth between AFDC and Food Stamps only eligibility in Texas (a low AFDC benefit state), inter-program transfers were reportedly not common among active BOND participants. Staff did note that if child care in either E&T or JOBS funding codes was closed, participants with care who transfer could be affected. Fortunately, this potential constraint had not occurred within the first 20 months of BOND.

Streamlined Service Delivery. In the demonstration, a single set of policies, procedures, and forms streamlined program operations. Staff who served both populations, particularly DHS eligibility workers who followed a single set of procedures for exemptions, volunteers, and sanctions/cures, noted the benefits of conforming program features to serve the two programs. Conformance also sent a consistent message of mutual obligation to public assistance recipients that they had a personal obligation to prepare for and find employment and that through BOND the state provided a pathway to help them do so. A few automated functions could not be performed for E&T clients, but this constraint was due to the impracticality of further revamping statewide systems to serve a single-county pilot.

Self-Sufficiency. BOND probably helped some participants more than others along the road to self-sufficiency. Results of the process evaluation suggest that variations in expected income and employment outcomes appear to be associated with individual circumstances and enrollment patterns. Although many clients in Job Readiness/Job Search components at Wooded Acres were reportedly entering employment regularly, wages from minimum to $7 per hour were not adequate to attain self-sufficiency. Other participants had health and disability problems that limited their labor market viability. Alternatively, those clients in postsecondary education and training faced more favorable labor markets and higher wages. Staff estimated that placement wages for graduates in the technical curricula ranged between $8 and $25 per hour. Many among this group however were more mobile and planned to work outside of McLennan County.

Table 6.2
BOND Objectives/Outcomes

Objective/Expectation	Outcome
• Provide expanded and enhanced activities and support services for E&T participants	• Sharply increased enrollment in postsecondary and adult education and delivery of child care
• Improve participation through a stronger sanction policy	• Sanctions requests remain high for failure to respond to outreach. Many Food Stamp recipients appear willing to accept reduced benefits rather than participate. BOND has raised cost of receiving Food Stamps.
• Resource targeting based on participant need	• BOND provides more options per service level, individualized attention from Case Managers/Facilitators, and the opportunity to volunteer to get support for employment objectives.
• Continuity of services for E&T and JOBS participants	• Participants may remain in an education, training, or employment-related activity despite changes in program eligibility. Availability of child care is a potential constraint.
• Increase efficiency and reduce program costs through common administrative processes, support materials, staff training, and a single service delivery system .	• A single set of policies, procedures, and forms has streamlined program operations. Some automated functions could not be performed. Eligibility staff and sanctions process particularly benefited.
• More effectively move participants toward self-sufficiency	• Variations in expected income and employment outcomes appear to be associated with individual circumstances and enrollment pattern.

Other Observations

Interviews with program managers and staff provide a basis for several other broad observations about the BOND program. These observations include:

- **Access/ Equity**
- **Tangible/ Less-tangible Client Benefits**
- **Staff Benefits**

- **Service Delivery**
- **Staff Development**
- **Child Care**
- **Labor Markets**

Access/Equity. BOND increased the equity and the continuity of access to a wider range of education, job skills training, job readiness/job search activities and support services for working and non-working, individuals and families who were receiving public assistance. In addition to providing E&T participants access to the activities and services available to JOBS participants, the BOND program assisted portions of the Food Stamp population who were previously exempt from E&T participation, but who could volunteer and benefit from case management and support services in the demonstration.

Tangible/Less-tangible Client Benefits. Food Stamps recipients have diverse employment needs, work histories and personal circumstances that were more fully addressed by the range activities and support services available in BOND. Although employment was the primary objective, intangible benefits, such as self-esteem and motivation, were valued by staff and participants.

Staff Benefits. Direct delivery staff in BOND almost universally claimed personal benefit from the BOND experience. They took pride in their perceived capacity to actually help make a substantive difference in the lives of the clients that they served and who were willing and able to benefit from program offerings.

Service Delivery. BOND showed that JOBS policies and procedures can be applied jointly to serve E&T and JOBS participants in a single program. Inter-program conformance helped to streamline program operations and increase efficiency. The largest single challenge faced by staff was to convert initially resistant E&T and JOBS clients into willing participants. Most staff addressed this challenge by articulating potential benefits of BOND in which they themselves clearly believed. TEC facilitators encouraged open communication and peer learning based on personal and common experiences in the core seminars. This reportedly stimulated a process of client-staff, client-client "bonding."

Staff Development. Staff training and development prior to implementation was integral to efficient program operations. Nevertheless, direct delivery staff also recognized that not all workers have the personal capacity to work with groups as diverse as the E&T and JOBS populations. "People-person" skills are required.

Child Care. The cost and allocation of child care persisted as an issue in BOND and will continue to do so in integrated workforce development initiatives. Providing extended child care to postsecondary students was expensive, yet will likely yield better results in terms of income and wages. Providing transitional child care to AFDC but not Food Stamp recipients caused tensions.

Labor Markets. Local labor markets heavily influence employment and income patterns for participants. Although unemployment rates declined in McLennan County, job openings with livable wages and benefits were very competitive. Clients with weak work histories, no skills, or personal health problems are less likely to obtain the better jobs.

Final Comments

Several features of the BOND demonstration are appealing on a statewide basis, particularly in light of the emergent statewide interest in integrated workforce development under the guidance of the new Texas Workforce Commission and the local Workforce Development Boards. These features include:

- **Service Delivery Continuum**
- **Collaboration**
- **Co-location**
- **Pre-employment Screening**
- **Postsecondary Education/ High Skill Training**
- **Program Effects/Opportunity Costs**
- **Ongoing Constraints**

Service Delivery Continuum. BOND has shown that two major programs serving low and no-income, working and non-working populations can be merged to provide a continuum of activities and support services designed to increased the employment prospects of individuals who may have little education and few job skills.

Collaboration. BOND helped the Waco community to strengthen local collaboration and to address recognized mutual needs with additional resources made available to the demonstration. By providing necessary support services, BOND was able to leverage non-reimbursable education and training opportunities at MCC and TSTC provided by HOTCOG, the local JTPA program. BOND also enabled students to enroll in GED and other classes offered by the Adult Education Programs at MCC.

EOAC started a fundraising initiative among private and public source to increase income-eligible child care in McLennan County.

Co-location. BOND provided on-site case management at several service delivery locations. This enabled DHS staff to work closely with TEC staff at the Wooded Acres site, CIS staff at local high schools, staff of the Women's Resource Center and Texas Rehabilitation Commission at TSTC, financial aid staff at both TSTC and MCC, and JTPA staff at HOTCOG.

Pre-employment Screening. Participation in Job Readiness and Job Search activities at Wooded Acres served as a pre-employment screening mechanism for private sector jobs. Facilitators and clients were better able to match client needs and interests with job listings. Private sector employers were better served by TEC referrals of clients who had successfully met participation requirements, had reviewed personal communication and work place behavioral expectations, and were willing to work.

Postsecondary Education/ High Skill Training. The fact that about half of total E&T enrollment and participation hours were attributed to postsecondary activity should be recognized by state policymakers and program administrators. Access to advanced education and training is increasingly considered a pre-requisite for wage and income security among workers in Texas. Staff at TSTC and MCC expected wages of postsecondary students to range from $8 to $25 per hour.

Program Effects/Opportunity Costs. BOND may have affected Food Stamps benefits and employment in unexpected ways. Some clients reportedly preferred having their benefits reduced, rather than participating; others reported increased income from work efforts. Together these suggest program effects related to more demanding participation requirements. Moreover, clients who were marginally dependent on Food Stamps may have viewed participation unfavorably when measured by their opportunity costs.

Ongoing Constraints. On the other hand, higher per participant costs associated with extended activities and support services, the shortage of job skills training for non-college participants, and the availability of child care for low-income workers are among the challenges that remain to statewide adoption of the BOND model.

* * *

The Texas Food Stamp E&T/JOBS conformance demonstration has indicated some beneficial pathways to deliver employment and training services for working and non-working individuals and families in need of public assistance. The results from the process evaluation collectively suggest that the BOND program has progressed towards most of its objectives, and that these achievements may be replicable in other areas of the state. In BOND, policymakers and program administrators were willing to support higher initial costs to achieve potentially better outcomes. The central question to workforce development initiatives remains whether government, business, and communities of people can work together to orchestrate access to sources of continuous livelihood for the majority of the current and projected domestic workforce in the shifting global economy.

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APPENDIX A

Process Evaluation Field Contacts

MCLENNAN COUNTY

Texas Department of Human Resources

Cathy Cox, Regional Director
Lynn Phillips, Program Manager
Brenda McGee, Program Manager

Mary Maldonado, Employment Unit Supervisor
Drew Smallwood, Employment Unit Supervisor
Juliana Williams, Eligibility Unit Supervisor
Gloria Kirk, Eligibility Unit Supervisor

Susan Duecy, CCMS Contract Manager
Vivian Pitman, CCMS Contract Manager
Ann Cain, Child Development Specialist

Jeffie Sanders, Case Manager
Cathy Van Matre, Case Manager
Max Bunting, Case Manager
Terri Bono, Case Manager
Kim Tolbert, Case Manager
Elmer Moran, Case Manager
Mike Lashaombe, Case Manager
Leann Adams, Case Manager
Minnie Thomas, Case Manager
Deidra Pace, Case Manager
Jeffie Sanders, Case Manager
Gil Chapman, Case Manager
Elida Garza, Case Manager
Sophie Ruiz, Case Manager
Andrea Costley, Case Manager
Louise Lewis, Case Manager

Susan Strobble, Eligibility Worker
Bob Williams, Eligibility Worker
Baily Dorsey, Eligibility Worker
Jimmy Duarte, Eligibility Worker
Pat Capps, Eligibility Worker
Rhonda Kuretsch, Eligibility Worker
Janice Willis, Eligibility Worker
Angela Meek, Eligibility Clerk

Mary Webster, SST Facilitator

Texas Employment Commission

Martin Agguire, Regional Director - Austin
Cal Rutherford, Regional Director - Austin
Linda "Kay" Berry, Waco Office Manager

David Davis, Supervisor
John "Chip" Brazelton, Supervisor

Larry Leitzell, Lead Employment Interviewer

Rene Clayton, Employment Interviewer
Eva Elizondo, Employment Interviewer
Desiree Brazelton, Employment Interviewer
Betty Law, Employment Interviewer

Johanna Morrisey (TAPIC), Facilitator
Molly Jensen (TAPIC), Facilitator
Gary Mittendorf (TAPIC), Facilitator

McLennan County Community College
Cherry Mills Bogess, Director of Adult Education
Peggy Grooms, Admistrative Assistant
Lora Perry, Adult Education Specialist
Shirley Crockett, Adult Education Specialist
Sandy Gates, Adminstrative Assistant

Heart of Texas Cooperative (FY 1993)
Martha Sutherland, Director of Adult Education
Nancy Cross, Instructor

Heart of Texas Council of Government (HOTCOG)
Leon Wilhite, Executive Director
Latricia Adams, JTPA Programs Director
Dan Bankey, Acting JTPA Director and Chief Operating Officer
Morrison Parrott, JTPA Director
Gaylen Lange, Special Projects Coordinator
Linda McCullar, Client Services Manager
Bobbie Crowe, Education Director

Equal Opportunity Advancement Corporation (EOAC)
Bob Dieke, CCMS Director
Vicki Rodriguez, Client Services Specialist
Shelly Stone, Administrative Assistant

SMITH COUNTY
Texas Department of Human Resources
Jerry Lutz, Regional Director
Rex McGee, Program Manager
Ruth Mahoney, Program Manager

Phyliss McMakin, Eligibility Unit Supervisor
Bettie Jackson, Employment Unit Supervisor
Gwennie Mason, Eligibility Worker
Charles Dillen, CCMS Contract Manager
Cheryl Boyette, CCMS Contract Manager
Karen Cain, Contract Technician

Texas Employment Commission
Sandra Chrisler, Regional Director - Longview
Michael D. Walker, Area Manager
John Dorman, Supervisor
Trudy Hardman, Supervisor

Sonia Rakestraw, Lead Employment Interviewer

Michelle Schmitt, Employment Interviewer
Michelle Ridenour, Employment Interviewer
John Cooper, Employment Interviewer
Sandra Devereaux-Scott, Employment Interviewer
Jay Kirkpatrick, Employment Interviewer
Lenora Stone, Employment Interviewer

East Texas Employment and Training (ETI)
Martha Boston, Director
Susan Crane, Administrative Assistant

East Texas Copuncil of Governments (ETCOG)
Wendell Holcombe, Director

Adult Education Programs at Rusk ISD
Bob McMakin, Directot
Nancy Loper, Director-Tyler ALC

Tyler Junior College/Regional Training and Development Center
Dr. Charles Johnson, ALC at RTDC
Dr. Aubrey D. Sharpe, Executive Director

Trinity Valley Community College-CCMS
Cheryl Boyette, Director

APPENDIX B

Site Visit Guide FY 1995
(McLennan Condensed)

I. Introduction/Project Overview [All]

The BOND evaluation monitors policies and procedures designed for and implemented in the McLennan County demonstration and assesses their impacts on service delivery, participation, and outcomes in order to explore the advantages and disadvantages of increased inter-program conformance and the possible extension of the BOND model to other counties in Texas. The purpose of the FY 1995 site visit to McLennan County is to identify accomplishments and constraints associated with second-year demonstration program operations. Researchers will review organizational structures of participating agencies, client flow procedures, and activities and services provided, noting significant changes from first-year demonstration program operations. The effects of changes in sanctions, exemptions, volunteer, and case management policies will also be investigated.

A. Researcher/Respondent Introductions
B. Evaluation Overview.
C. Background/Position of Contact

II. Organizational Structure/Staffing Pattern. [All: Admin. Mgrs. Supvs]
A. Have their been any significant changes in organizational structures or the assignment of duties/tasks within the last year?
B. Have reorganization or turnover affected program operations?
C. Have there been changes in the number or location of offices or service delivery sites in the past year?

III. Program Purpose, Goals and Objectives. [All: TEC/DHS Admin., Mgrs., Supvs., FACs, CMs, IA]
A. In your own words, what is the purpose of the BOND program?
B. For you personally what indicates whether the BOND program is working well or not?
C. From your perspective what have been the major accomplishments of BOND this year?
D. What have been the major barriers or constraints to BOND? What has been done to overcome these barriers?
E. Personal Insights.

IV. General Observations/Specific Conditions. [All: Admin., Mgrs., Supvs., FACs, and CMs]
A. How has the local labor market and economic conditions affected the implementation of the BOND program?
B. Are there other exceptional conditions in this county that have created either special opportunities or challenges for BOND implementation?
C. (Case Managers and FACS)Are there noticeable differences between FSE&T and JOBS clients in the BOND program? Are differences apparent within Service Level classifications.between voluntary and mandatory participants?

V. BOND Planning. [All: Admin., Mgrs., Supvs.]
A. Briefly describe the interagency planning process for the second year of the BOND demonstration.
B. Will interagency planning for BOND continue or change this year?

VI. Interagency Coordination. [All: Admin., Mgrs., Supvs.]

- A. Broad characterization. How would you characterize current levels of interagency coordination in the BOND demonstration?
  - 1. Identify the primary or most active partner agencies in the BOND program.
  - 2. Identify the secondary or less active partners in the BOND program.
  - 3. Has the nature/extent of interagency coordination changed from the first year to the second year of the demonstration? How?
  - 4 What barriers or constraints to interagency coordination can you identify?
- B. Specific manifestations of regional or local interagency coordination.
- C. Can you identify any other examples of interagency coordination?
- D. Collect planning materials, memos, agreements, and other pertinent materials, as available.

VII. BOND Design and Implementation: Key Policy and Program Features. [TEC, DHS: Admin., Mgrs., Supvs., CMs, FACs, and IA]

- A. [Admin. Only] In your opinion, what are the most important and significant policy and program features of BOND? Why are these important?
- B. [All Others] Exemptions: Have there been any changes in BOND exemptions policy or procedure in the past year?
- C. [All Others] Sanctions: Have there been any changes in BOND sanctions policy or procedure in the past year?
- D. Volunteer Policy: Have there been any changes in BOND volunteer policy or procedures in the past year? Explain.
- E. [All] Case Management: Have there been any changes in case management policy or procedures in the past year? Explain. (Note CM function of FACs)
- F. Inter-program Continuity [DHS Supvs., IA, FACs and CMs]: What happens to a person whose eligibility changes from AFDC to FS only or FS to AFDC while participating in BOND?

VIII. [TEC, DHS: Admin., Mgrs., Supvs., CMs, FACs, and IA] Resource Availability: Have sufficient resources been made available to the demonstration:

- A. For staff and their needs? (Training, Materials, computers, etc.)
- B. For clients and their needs?
- C. What additional resources would you like to be made available to the BOND program?

IX. Client Flow/Program Operations. [DHS/TEC Supvs]

- A. Have there been any significant changes in client flow patterns in the past year? Explain.
  - 1. What are these changes and what do you attribute them to?
  - 2. Are you anticipating further changes in client flow for this year or next?

X. Eligibility Certification. [IA Supervisors and workers]

- A. Have there been any significant changes in the eligibility certification policies or procedures in the past year? Explain.
- B. How are applicants informed about the BOND program?
- C. Has the average amount of time spent with the client during the eligibility interview changed?
- D. Has the GWS changed in the past year?
- E. How well informed are eligibility workers about participant accomplishments in BOND?
- F. Do you have any suggestions regarding eligibility procedures or workloads?

XI. Exemptions Status. [IA Supervisors and workers] (See also VII B)

- A. What are the most common reasons for exempting clients from participation in BOND?
  - 1. Does this vary by Service Level?
  - 2. Program eligibility?
  - 3. Has there been a change in the patterns of exemptions granted in the past year? If so, is this change associated with BOND?
- B. What proportion of all eligible BOND participants are exempted?
  - 1. Does this vary by Service Level?
  - 2. Program eligibility?

XII. Service Level Screening: [IA Supvs and workers; FACS,CMS also]

- A. Have Service Level criteria changed in any way during the last year?
- B. What benefits does Service Level Screening bring to the Program?
- C. What problems are associated with Service Level Screening, if any?
- D. How would you improve service level sorting policy, criteria or procedures?
- E. [FACS,CMS also] As a group, are SL I clients functioning at a sufficient literacy level to be competitive in today's labor markets?

XIII. Outreach/Call-in. [DHS/TEC Supvs., CMs, FACS]

- A. Has outreach/call-in policy or procedures changed during the last year?
  - 1. Are E&T and JOBS participants called-in together?
  - 2. What criteria are used to decide the number and program mix of eligible clients that will be called in?
- B. Review the difference in outreach procedures for SL I and SL II participants.
- C. [PM, ES Supvs] What proportion of the eligible FS work registrant population are called-in monthly for services?
- D. [TEC/ES Supvs; TEC FAC and CM] What is the typical response rate to outreach (either reschedule or arrive at orientation)?
  - 1. Does this vary by Service Level?
  - 2. Program eligibility?
  - 3. Has the response rate changed since last year? If so, in what way?
  - 4. Would you associate response rates with sanctions? Other factors?
- E. How would you improve outreach procedures?

XIV. Orientation/Intake. [DHS ICMs/GCMs; TEC FACS]

- A. Has orientation for BOND participants changed from last year? If so, would you attribute these changes to the demonstration or statewide changes?
- B. What are the principle differences between SL I orientation and SL II orientation?
- C. How do participants generally respond to the initial presentation? Has this changed in the past year?
- D. What are the key features of open intake for volunteers?
- E. How would you change or improve group orientation or open intake?
- F. Collect forms and other relevant materials.

XV. Assessment. [DHS ICMs/GCMs; TEC FACS]

- A. Has assessment for BOND participants changed from last year? If so, would you attribute these changes to the demonstration or statewide changes?
- B. Are their any differences between SL I assessment and SL II assessment?
- C. Could you identify strengths or weaknesses in the current assessment process? How would you improve assessment procedures?
- D. Collect relevant forms and documentation. Review sample of case files.

XVI. Service Planning. [DHS ICMs/GCMs; TEC FACS]

A. Has service planning for BOND participants changed from last year? If so, would you attribute these changes to the demonstration or statewide changes?

B. Are their any differences between SL I service planning and SL II service planning?

C. How do participants generally respond to the service planning procedures?

D. Could you identify strengths or weaknesses in the current service planning process? How would you improve service planning procedures?

E. Collect relevant forms and documentation. Review sample of case files.

XVII. Referral and Enrollment Processes. [DHS ICMs/GCMs; TEC FACS]

A. Have referral and enrollment patterns for JOBS participants changed from last year? If so, would you attribute these changes to the demonstration or statewide changes?

B. Is slot availability (service capacity) ascertained prior to making referrals, for example at adult education site? How?

C. Could you identify strengths or weaknesses in the current referral procedures? How would you improve referral procedures?

D. Collect relevant forms and documentation. Review sample of case files.

XVIII. Participation Tracking. [DHS CMs, FACs]

A. Have reporting procedures for BOND participants changed from last year? If so, would you attribute these changes to the demonstration or statewide changes?

1. Has there been any problems scheduling 20 hours?
2. Has attendance of at least 75% of scheduled hours been a problem?
3. When is a participant considered to have completed the BOND program?

XIX. Non-compliance Situations. [DHS ICMs, GCMs, Eligibility; TEC FACS]

A. Briefly review non-compliance procedures in BOND. Have non-compliance procedures for BOND participants changed from last year? If so, would you attribute these changes to the demonstration or statewide changes?

1. What proportion of sanctions recommended by cm's results in sanctions applied?
2. What proportion of sanctions recommended results from failures to respond to outreach?

B. How are non-compliance situations cured for clients receiving individual case management? group case management?

C. Do you have any suggestions to improve the processing of non-compliance situations?

XX. Post program Follow-up. [TEC/DHS Supv., FACs, CMs)

A. Have post-program follow-up procedures for BOND participants changed from last year? If so, would you attribute these changes to the demonstration or statewide changes?

1. Explain employment entry follow-up, noting responsible staff.
2. What post-program services are regularly available to BOND participants?

B. How would you improve follow-up? What post-program or post-employment services would you like available for participants?

XXI. Activities and Services. [DHS ICMS/GCMs; TEC FACS; MCC Co-op; HOTCOG]
The purpose of this section is to identify both the major/primary providers and the range of activities and services normally available to E&T and JOBS participants in BOND, noting differences by Service Level also.

A. Has there been any change in the range or content of activity/instructional/training components or support services that you provide to BOND participants in the past year?

B. What specific changes would you like to see in the activity components available to BOND participants?
C. Adult Education [DHS ICMs]
D. Secondary Education. [DHS Supervisors; ICM at Waco High; CIS]
E. Post Secondary Education: [DHS ICMs at MCC and TSTC]
F. Job Readiness
   1. Life Skills Training. [TEC FACs]
   2. Job Preparation. [TEC FACs]
G. Job Search. [TEC FACs]
   1. Individual Job Search.
   2. Group Job Search/GEMS. [TEC FACs; DHS GCMs]
H. Job Skills Training. [HOTCOG]
I. Unpaid Work Experience. [TEC FACS; DHS GCMs/ICMs]
J. Job Development and Job Placement. [TEC FACs]
K. Support Services. [TEC FACs; DHS GCMs/ICMs]
   1. Child Care.
   2. Transportation.
   3. Work Related Expenses.
   4. Transitional Benefits. [TEC FACs; DHS GCMs/ICMs/Eligibility]
   5. GED Test & Certificate Fees.

XXII. Outcomes. [FACs, CMs]
A. Labor Market Outcomes:
   1. What proportion of participants have been entering employment? during participation? afterwards?
   2. What kind of jobs have BOND participants been finding?
   3. Would they have found these jobs without program assistance?
   4. What are the average wages and hours at employment entry?
   5. Has job retention been strong?
   6. Do these results vary significantly by service level or program eligibility?
   7. What would improve placements, wages, and retention?
B. Education:
C. Training:
D. What other positive client outcomes of the BOND program can you identify?

XXIII. Closing Statements.
A. Does BOND deliver enough of what clients need to increase their income-producing capacity? Why? or Why not?
B. Is there anything else you would like to say or reinforce about the BOND program?
   1. Is there a message you would like to see in our report? What?
C. Thanks and adios. Final Reports: Fall 1995, 1996.

Attachment A
JTPA Training & Placement for E&T/JOBS

A. Intro, etc. — Guide (I-III, partial V, VI). Explore operational relationships between JTPA andE&T/JOBS .
B. Identify and briefly explain major steps in client flow at JTPA beginning with intake and assessment and continuing through program completion (Section VII.)
   1. Identify key features of assessment/standardized testing.
C. Characterize and explain the mix in JTPA offerings for E&T/JOBS program participants (Section VIII)?

D. (HOTCOG) Explain E&T/JOBS referral and intake procedures. Collect a copy of I/A contract and supportive documentation.
E. What kinds of occupations/industries are E&T/JOBS participants being trained for?
F. What types of employment are participants being placed in?
G. What are the major constraints and barriers to providing employment and training services to E&T/JOBS participants?
H. Are specific staff and functions configured especially for E&T/JOBS implementation?
I. Are there any special initiatives for JOBS participants locally? For AFDC participants generally? Explain.
J. Collect requested and other supportive documentation.

Attachment B
Child Care Management System

A. Intro, etc. — Guide (I-III, partial V, VI).
B. Working relations with DHS? In general how do you share client information and provide feedback to DHS locally concerning the CCMS and E&T/JOBS?
C. How are most participants informed about child care? About CCMS services?
   1. From which points in the E&T/JOBS system are participants referred to child care services?
   2. What form does initial client contact with the CCMS usually take?
   3. Explain the major steps in your intake process.
D. On what basis are participants referred to specific centers? Is the delivery of child care services "individualized"?
   1. How are changes in child care needs of E&T/JOBS participants handled?
   2. How closely do CCMS staff work with case managers?
F. Is the supply and range of available child care (# of vendors and types of childcare provided) sufficient to meet the needs of current E&T/JOBS participants?
G. Local Programs (XIII). Innovative child care programs?
H. Discuss CCMS Contractor Data Sheet (Attached). Collect public information materials, intake forms, procedures manual, participation reports, and other relevant materials.

Attachment C
MCC Adult Education Cooperative

A. Intro, etc. — Guide (I-III, partial V, VI).
B. Working relations with DHS? In general how do you share client information and provide feedback to DHS locally concerning adult education and E&T/JOBS in BOND?
   1. Have any additional resources been made available to the co-op to serve E&T BOND participants?
   2. Have any additional sites been opened to serve BOND clients in the past year? (TEC location? Waco Drive?)
C. How are most E&T participants informed about adult education classes? About AFDC/JOBS adult education classes?
   1. From which points in the E&T/JOBS system are participants referred to regular and AFDC/JOBS adult education classes?
   2. What form does initial client contact with adult education usually take?
   3. Explain the major steps in your intake process.
   4. Does initial contact, assessment, or guidance vary significantly between AFDC/JOBS sites and other regular instructional sites?
   5. What instruments are use for educational assessment?

D. On what basis are participants referred to specific class room sites?
   1. Is slot availability ascertained prior to referral by DHS case managers?
      a. Are instructors aware of student status (i.e.., JOBS/AFDC or FSE&T) when students are enrolled?
      b. Are FSE&T students placing a significant demand on adult education classes?
   2. How are progress and attendance shared with CM's. Do they act on this information?

E. Is the supply and range of adult education offering sufficient to meet the needs of current JOBS participants? E&T participants? Comment upon situation.

F. Please identify and describe innovative adult education programs in this county?

G. Do you have any final comments or insights concerning the present delivery of adult education classes to JOBS/AFDC or SE&T participants that you would care to share?

H. Collect public information materials, intake forms, procedures manual, participation reports, and other relevant materials.

APPENDIX C

Chronology of Program/Policy Changes and Related Events

I. PROGRAM DESIGN

E&T Policies and Procedures

Performance Level Standard

Federal and State:

FY 1993. Federal performance level standard in E&T reduced from 50 percent to 10 percent. State performance level set at 66 percent.

FY 1994. State projected performance level set at 45 percent.

FY 1995. State projected performance level set at 42.8 percent.

Local (McLennan):

FY 1994. The number of E&T participants in BOND, reflecting the enhanced activities and services available in the demonstration, lowers the total number of individuals actually enrolled in an E&T activity beyond assessment (for which a client is credited if the individual had attended orientation). Original target participation rate of 15 percent (same as JOBS) difficult to measure because of wide fluctuations in Food Stamp population. Evenly split caseloads is adopted as a more tangible measure. Clients are expected to participate in activity components at least twenty hours per week (as in JOBS). The performance level in E&T historically has not been a local concern.

Local (Smith):

FY 1993. TEC calls-in for services all RG-45 referrals received each month.

FY 1994, FY 1995. TEC outreaches number of RG-45s necessary to fully enroll contracted components.

Service Level Sorting

State:

10/92. Texas adopts Service Level sorting as basis for service delivery in E&T.

Exemptions

State:

10/92. State adopts "Multiple Barriers to Employment " exemption in E&T, an individual exemption granted by TEC employment interviewers. Exemption encompasses clients who meet SL III criteria or who face severe personal barriers to employment.

Local (McLennan):

10/93. JOBS program exemptions replace E&T work registrant and individual exemptions in McLennan County for demonstration.

Case Management

Local (McLennan):

10/93. DHS group or individual case management provided to all E&T participants in BOND.

11/93-1/94. BOND case manager openings caused early in the demonstration by transfers and separations.

5/94. Two recently hired individual case managers begin to build caseloads of SL II clients. Enrollment in Survival Skills, Adult Education, and Unpaid Work Experience is expected to increase.

Volunteers

Local (McLennan):

10/93. Exempt or non-exempt individuals allowed to volunteer for E&T in BOND and given priority for services over non-exempt clients who do not volunteer (JOBS volunteer policy). Previously, exempt individuals statewide were not allowed to participate in E&T. (Exempt individuals who are enrolled in JTPA continue to be counted statewide as "volunteers" for federal reporting purposes.)

4/94. Eligibility workers required to make at least two manual referrals of volunteers per month to Employment Services.

Sanctions/Cures

State:

10/92. New cures policy initiated statewide in E&T. Clients must be actively participating in a E&T activity to halt sanctions process. (Previously clients were merely required to state a willingness to participate in order to prevent or cure sanctions.)

12/93. State policy initiated that requires action within 30 days on Form 2581 requests for sanctions. Report produced at local levels monitors response, increasing the timeliness of sanctions.

3/95. Requests for sanctions and other change in client status forms (1816 in E&T and 2581 in JOBS) are partially automated. Problems with automation impedes processing of sanctions requests for 2-3 months.

Local (McLennan):

10/93. JOBS sanctions policy adopted for E&T participants in BOND. Note: Unlike JOBS sanctions statewide, JOBS participants in BOND who are sanctioned will lose their portion of AFDC *and* Food Stamp benefits. All 2581a forms assigned to JOBS or E&T designated eligibility worker for processing.

Local (McLennan/ Smith)

3/95-5/95. Problems with automation of requests for sanctions and other changes in client status forms (1816 in E&T and 2581 in JOBS) impedes processing of sanctions requests for 2-3 months in BOND. Tyler E&T processes requests manually while automation is corrected.

Organizational Structures/Staffing Patterns

State:

10/92. For contracted services in FY 1993, one TEC staff positions is allocated per 125 individuals served.

10/93. For contracted services in FY 1994, one TEC staff positions is allocated per 100 individuals served.

Local (McLennan):

3/93. New DHS Employment Services unit in McLennan County formed in anticipation of demonstration staffing needs.

10/93. Special Programs unit separated from Job Services at TEC Waco office and relocated to the new Wooded Acres facility. Staff previously assigned to either JOBS or E&T programs are combined for the demonstration. Supervisor, Assistant Supervisor, 4 facilitators and 1p/t clerk comprise TEC staff at Wooded Acres.

Two DHS Employment Services units begin serving E&T participants in BOND. Four Group case managers assigned to Wooded Acres. ICMs retain specialized caseloads. Additional case managers assigned on-site at MCC and TSTC.

11/93-1/94. Transfers and separations create openings in case manager staff.

11/93. Additional Facilitator provided by TAPIC/TEC contract to Wooded Acres.

2/94. Four Group case managers assigned to Wooded Acres move on site.

5/94. ES case management staffing and BJST training complete except for one opening.

5/95. Individual case manager assigned on-site at HOTCOG.
Local (Smith):
10/93. TEC Smith receives additional .5 position for E&T.

Interagency Coordination

Planning

State/Local:
FY 1993. DHS led planning process for demonstration. State and local administrators and staff of DHS and TEC participate.
7/92. Initial letters of support for demonstration provide at state level by Texas Education Agency and Texas Department of Commerce and at local level by HOTCOG.
3/93. BOND proposals, encompassing E&T changes are included in the regional interagency planning and coordination process formerly focused exclusively on JOBS.
1/94. As a result of Transportation Sub-committee efforts, bus service extended to TSTC and local industrial park.

Staff Training

Local (McLennan):
8/93 - 9/93. Joint staff training seminars conducted for TEC and DHS staff who are assigned to the demonstration.

Service Delivery

Local (McLennan):
9/93. MCC Adult Education Co-op absorbs HOT Co-op becoming the sole primary provider of adult education services in McLennan County.
10/93. TEC opens Wooded Acres facility and locates Special Programs unit on site. First cycle begins mid-October.
2/94. DHS group case managers move on-site to Wooded Acres.
5/94. DHS facilitator begins delivery of Survival Skills Training seminar at Wooded Acres site.
FY 1995 (Smith). TEC opens new facility to serve E&T and JOBS clients.

Contracted Services

State:
10/92. DHS and TEC enter statewide agreement for FY 1993 concerning TEC provision of Job Readiness/ Job Search activities for JOBS and E&T participants. TAPIC retains contract for all or partial delivery of E&T services in six counties.
10/93. DHS and TEC renew and modify statewide agreement for provision of Job Readiness/ Job Search activities for JOBS and E&T participants in FY 1994.
Local (McLennan):
10/92. HOTCOG (JTPA program entity) in McLennan County retains subcontract with TAPIC for the delivery of Job Search Training seminar and Survival Skills Training seminar for E&T participants.
10/93. Life Skills, Job Preparation, Job Search and GEMS delivered by TEC to E&T and JOBS participants in BOND. HOTCOG is no longer the contracted provider of Job Search Training seminar and Survival Skills Training seminar for E&T participants in McLennan County.
11/93. Contract negotiated by TAPIC and TEC at state level results in TAPIC Facilitator assigned to Wooded Acres site to provide Life Skills and Job Preparation seminars.
Local (Smith):
10/93. TEC provides Individual Job Search, Job Preparation and GEMS to E&T participants.

10/94. TEC adds Life Skills Training for E&T participants. Contracted services provided to JOBS and E&T clients in McLennan and Smith counties becomes identical.

Non-financial Agreements
Local (McLennan):
FY 1994. New NFAs (often local supplements to state level agreements) have been signed for Unpaid Work Experience with TSTC, Attorney General, MCC, MHMR, & Head Start. NFA with HOTCOG lapsed.
5/95. New NFA established between HOTCOG (JTPA) and DHS.

Resource Availability

State:
10/93. Additional resources made available by the state for transportation assistance in E&T.
10/94. Transportation policy and assistance payments available statewide to JOBS and E&T clients becomes identical.
Local (McLennan):
10/93. Additional resources made available to the demonstration for enhanced activities and support services. (Some demonstration funds were made available for additional staff and training prior to the implementation date.)
FY 1995. EOAC raises funds locally for income-eligible child care.
5/95. Child care intake for E&T closed due to resource constraints.
5/95. MCC Adult Education programs experiencing funding constraints. Main instructional locations are fully enrolled and a few satellite sites have been closed.

II. CLIENT FLOW

Eligibility Certification.
State:
8/94. Eligibility recertification period for Food Stamp clients shortened from six months to three months for those with recent work histories.
Local (McLennan):
10/93. Eligibility workers in McLennan County are responsible for manual referrals of BOND volunteers to Employment Services. DHS in Smith and McLennan initiates "same day service" for processing applications.
2/94. Eligibility recertification period for Food Stamp clients shortened from six months to three months for those with recent work histories.
4/94. Eligibility workers required to make at least two manual referrals per month to Employment Services in BOND.
5/95. Some eligibility workers referring to open intake all E&T cases from certification and recertification sessions.
Local (Smith):
8/93. Eligibility recertification period for Food Stamp clients shortened from six months to three months for those with recent work histories.

Outreach.
State:
FY 1993. Outreach size for E&T determined by number of RG-45 referrals received by contractor in a given month.
FY 1994, FY 1995. Outreach size for E&T determined by objective of fully enrolling contracted components.
Local (McLennan/Smith):

1/93. Staggered monthly outreach for E&T targeted to either SL I or SL II and SL IV participants begins in McLennan County. (No distinction made for SL I, II and IV call-ins in Smith County during FY 1993.)
10/93. First BOND outreach (McLennan): SL I E&T and JOBS clients called-in jointly. Outreach size determined by several factors including the desire to fully enroll contracted components, case manager caseload size, and resource availability.
10/93. Outreach size in Smith County determined by objective of fully enrolling contracted components.

Orientation.
State:
10/93. Documentation completed by E&T participants modified and standardized, increasing compatibility of E&T and JOBS statewide.
Local (McLennan/Smith):
1/93 - 9/93. E&T group orientation by service levels held at Columbus Avenue TEC office. TEC staff responsible for orientation to E&T. HOTCOG "markets" Job Search Skills and Survival Skills seminars. Individual orientations to E&T held in Tyler TEC office by employment interviewers.
10/93. Orientation for SL I BOND participants is a joint responsibility of TEC and DHS staff.
10/93. TEC in Smith replaces individual with group orientation in E&T.
10/93 through 5/93. Group orientation for SL I BOND participants held at various sites selected by DHS.
4/94. First group orientation for SL II participants. Previously, SL II participants were called-in and oriented to BOND on an individual basis.
3/95. BOND initiates open intake for referrals from eligibility workers.

Assessment.
State:
10/93. Job Readiness Appraisal (Form 2777) and Job Search Skills Inventory used statewide in E&T and JOBS.
Local (McLennan):
10/93. JOBS assessment procedures adopted for E&T clients in BOND.

Service Planning.
State:
10/93. Form 2778 used statewide in E&T and JOBS. Service planning procedures streamlined.
Local (McLennan):
10/93. JOBS service planning procedures adopted for E&T clients in BOND.

Referral.
State:
10/93. Priority given to Job Readiness and Job Search delivered by TEC statewide in E&T.
Local (McLennan):
10/92. Job Search Training becomes mandatory for SL I clients in McLennan.
10/93. JOBS referral procedures adopted for E&T clients in BOND.
5/94. Subject to limitations, Survival Skills Training becomes the mandatory first components for SL II (female) participants in BOND. Male participants are referred to Life Skills.
Local (Smith):
2/93. Job Search Training becomes mandatory for SL I clients in Smith. Staff refer all participants to component.

10/93. All E&T participants directed to Job Preparation, Job Search and GEMS in Smith County. No referrals to education or training.

Tracking Participation.
State:
10/92. Participation in E&T training and education (non-contracted) components more closely monitored.
Local (McLennan/Smith):
3/93. Manual data collection procedures (including scheduled and actual hours by component) initiated for E&T clients in Smith and McLennan counties. Historically, only placements in components were tracked for the Texas E&T program statewide.
10/93. Automated data collection procedures (modified JOBS, including scheduled and actual hours by component) initiated for BOND participants in McLennan County.
12/93. All JOBS participation in Postsecondary Education reported as CC 05; Self-initiated Education no longer used to report postsecondary enrollment in state JOBS program (DHS response to legislative rider).
10/94. TEC begins collecting more detailed participation data fro E&T clients. Life Skills Training, Job Preparation and Job Search entries and completions are recorded, among other data items.

III. ACTIVITIES AND SUPPORT SERVICES

Education
Local (McLennan/Smith):
10/93. Enrollment of BOND E&T participants in education becomes prominent option. For first two years of the demonstration, education enrollment is dominated by postsecondary and high school components (CIS). Adult Education enrollments grow gradually.
10/93. Education is not considered a component option by Smith staff.

Directed Job Search
State:
10/92. Required 24 employer contacts in 30 day period divided into two sections of twelve employer contacts in a two week period, each ending with an individual appointment with the employment interviewer.
10/93. Directed Job Search for E&T is interchangeable with Individual Job Search in JOBS program. DJS is expanded from four to six week with optional two week extension. Participants required to make ten employer contacts per week (40 per month). Weekly contact (aka GEMS) of participants in Job Search with employment interviewer in individual or group setting (depending on space availability) is required.

Group Job Search
State:
10/93. Weekly contact in Directed/Individual Job Search, known as GEMS, is reported as Group Job Search in the JOBS data system and Directed Job Search for E&T statewide (except demonstration). GEMS is incrementally available at substate/county level in FY 1994, due primarily to spatial and other limitations associated with the transition to expanded services.
Local (McLennan/Smith):
FY 1994. GEMS delivered on group basis in BOND and individual basis in Smith County E&T. GEMS participants co-enrolled in Job Search. Smith claims highest employment entry rate in state because of individualized delivery of GEMS.
FY 1995. GEMS delivered in group setting in Smith County E&T.

5/95. Smith intensifies Job Development and Placement services for E&T participants. Seminars serve as screening device for local employers.

Job Search Training
State:
10/92. Participants who enter Job Search Training to fulfill participation requirements must also participate in Directed Job Search.
2/93. Participation in Job Search Training becomes the mandatory component for SL I participants statewide in counties where the component is available through a contracted provider.
10/93. Job Search Training component no longer offered in Texas E&T program.
Local (McLennan/Smith):
10/92. Participation in Job Search Training becomes mandatory for SL I participants in McLennan County.
2/93. Participation in Job Search Training becomes mandatory for SL I participants in Smith County. (Staff surpass mandate and refer all E&T participants to Job Search Training.)
10/93. Job Search Training Seminar no longer offered as a E&T component. Much of former JST curriculum ("The Choice is Yours") is incorporated into Job Preparation, a Job Readiness seminar offered in BOND and regular E&T in Smith.

Job Readiness
State:
10/93. Job Readiness category replaces Job Search Training category in E&T. Job Readiness for E&T may include up to 40 hours of Life Skills and 40 hours of Job Preparation. Life Skills and Job Preparation seminars are core seminars offered by TEC under contract with DHS statewide for both the E&T and JOBS in FY 1994. For E&T, availability of seminars may vary at the substate/county level depending upon spatial and other limitations associated with the transition to expanded services.
Local (McLennan):
10/93. Job Readiness in McLennan County reported in accordance with JOBS data system as either Survival/Life Skills (Component Code 12) or Job Readiness;/Job Preparation (Component Code 07). Both Life Skills and Job Preparation are 40 hour seminars provided by TEC.
10/93. Job Preparation, but not Life Skills offered as a Job Readiness activity in Smith County for E&T participants.

Survival/Life Skills See Job Readiness.
Local (McLennan/Smith):
2/93. HOTCOG's SST seminar suspended due to increased enrollment in Job Search Training. (Re-activated 5/93).
10/93. TEC provides Life Skills to JOBS and E&T participants in McLennan. Life Skills is not regularly available to E&T participants in Smith County.
5/94. Survival Skills Training becomes the mandatory first components for SL II (female) participants in BOND. Male participants are referred to Life Skills. Both components delivered at Wooded Acres.
10/94. Life Skills becomes regularly available to E&T participants in Smith County.

Job Skills Training
Local (McLennan/Smith):
FY 1993, FY 1994, FY 1995. Low enrollment in Job Skills Training in E&T and BOND program in McLennan County. No referrals to job training as an E&T option in Smith County.

Unpaid Work Experience

Local (McLennan):

1/94. Enrollments in UWE for E&T BOND participants begin and continue to increase in subsequent months, as a result of opportunities secured through NFAs.

Transportation

State:

10/93. Transportation reimbursement basic daily rate is set at $2.50 and the monthly limit is raised from $25 to $57.50 in the Texas E&T program for FY 1994. E&T transportation assistance is now more closely aligned with JOBS transportation assistance statewide. Increased costs are borne by the state. Transportation issuance is the responsibility of the contractor in Texas E&T.

10/94. Transportation reimbursement basic daily rate is determined by distance and mode considerations, usually at $2.50 per day, but up to $10.00 with administrative approval. The monthly limit is raised from $57.50 to $230.00 in the Texas E&T program. . E&T transportation assistance is completely aligned with JOBS transportation assistance statewide. The state pays for all disbursements over $12.50 per month.

Local (McLennan/Smith):

3/93. Transportation assistance for clients referred to Job Search Training no longer advanced at orientation in McLennan County. Participants receive one-half ($7.50) the first day at HOTCOG and one-half ($7.50) midway through the seminar. Clients in Job Search Training in Smith County received the entire $15 dollar payment in advance throughout FY 1993.

10/93. Transportation assistance at new rate issued by both DHS and TEC staff in BOND.

12/93. TEC in Smith issues transportation assistance by check in E&T.

Child Care

Local (McLennan):

10/93. Child care budget for E&T increased to meet expected growth in demand for services caused by the extended participation period associated with BOND. (Approximately $81k compared to $5k in FY 1993.) No transitional child care is available for E&T participants in BOND.

5/94. By May, the CCMS has distributed the entire original E&T child care allocations. Additional funds are made available to 05 fund by state office. Total expenditures approach $300k for E&T. Intake for neither JOBS or E&T funding codes has been closed in FY 1994 through May. Income eligible funding codes have been exhausted. Consequently no child care is available for former AFDC clients no longer eligible for transitional care or for E&T clients who need child care to enter and retain employment. Approximately one-half of the AFDC/JOBS transitional allocation to EOAC is transferred out by the state office.

5/95. Intake for E&T child care closed due to lack of resources. Total expenditures will exceed 300k.

FY 1995. EOAC raises funds locally for income-eligible child care.

Local (Smith):

FY 1994, FY 1995. Very few requests for child care recorded in Smith County.

One-time Work-related Assistance

Local (McLennan/Smith):

10/93: Work-related Assistance is available to E&T participants in BOND. None is available to E&T participants in Smith County.

GED Test & Certificate Fees

State:

10/92. DHS authorizes payment of GED test and certificate fees for JOBS and E&T participants, if requested and no other source is available.

Local (McLennan):

3/93: TEC employment interviewers in E&T program become aware that requests for GED fees can be directed to DHS. (Prior to this, requests were directed to the Central Texas Literacy Council.)

FY 1994, FY 1995. Requests for tests and fees payment reportedly increasing among E&T and JOBS participants in BOND.

Local (Smith):

FY 1993, FY 1994, FY 1995. No requests for GED payments reported in Smith County.